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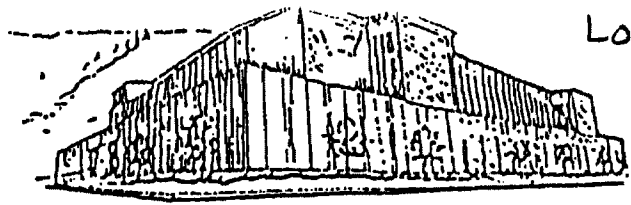
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**REORGANIZATION IN THE
MONTANA SECRETARY OF STATE'S OFFICE:
A CASE STUDY**

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**Presented in partial fulfillment of the requirements
for the degree of
Master of Public Administration
University of Montana
1995**

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CHAPTER 1

INTRODUCTION

This paper explores the ramifications for a public agency of instituting organizational change without involving staff in planning and decision making. According to the management literature, lack of involvement is a problem for **staff**¹ because they feel undervalued, resulting in low morale, loss of job satisfaction, higher levels of absenteeism and staff turnover, low self esteem, and stress.² It is a problem for the **organization** because lack of staff involvement deprives the organization of potentially valuable ideas.³ It also carries the potential to cut employees' commitment to organizational goals, with consequent loss of production, absenteeism and staff turnover.⁴ Lack of staff involvement is a problem for **managers** because the staff reactions noted above

¹ 'Staff' is used as a plural noun throughout this paper.

² Stone, Donald C., "Innovative Organizations Require Innovative Managers," Public Administration Review, 5 (Sept.-Oct. 1981):508.

³ Goodman, Ronald, "Businesses should mine the mother lode of workers' ideas," The Christian Science Monitor, June 8, 1988, p.14.

⁴ Odiorne, George S., "Losing company loyalty," Corporate Board, March-April, 1989, and Benson, Tracy E., "Empowered employees sharpen the edge: companies unchain their workforces and watch expectations, production, and performance soar," Industry Week, Feb. 19, 1990.

reduce management's effectiveness in achieving organizational goals. Finally, lack of staff involvement is a problem for **consumers** (the public) because they may receive an inferior product or service as a consequence of low employee morale and loss of commitment.

The case study described in this paper focused on whether or not these problems manifested themselves in the Montana Secretary of State's office as a result of reorganization. In November 1988, Mike Cooney was elected Secretary of State. During his campaign for office, Mr. Cooney had pledged to make the Secretary of State's office more efficient and more responsive to client needs. In keeping with these campaign pledges, he effected many changes in what amounted to a major reorganization of the office. He introduced fax filing of documents and priority, one-day filing service. He spearheaded changes in Montana statute which (1) eased filing requirements for corporations, and (2) allowed the filing of a relatively new, hybrid entity -- the limited liability company -- combining the limited liability of a corporation with the tax advantages of a partnership. He created simplified forms and published a book of forms and filing guidelines. In addition, he combined two business service bureaus and crosstrained the staffs, which increased office flexibility in responding to customer demands. Throughout all of these changes, Mr. Cooney made safeguarding staff jobs a top priority.

As Mr. Cooney noted, however, "You don't get change without problems."⁵ There **were** problems -- including morale problems and work backlogs -- which threatened to undermine the statewide reputation of the agency for prompt service. Given the management literature noted above, these problems might have been avoided had there been greater employee participation in the planning and decision making process.

This paper focuses on one particular change which took place early in Mr. Cooney's first term: combining the Uniform Commercial Code (UCC) Bureau and the Corporation Bureau into one Business Services Bureau and crosstraining the staffs to handle both kinds of work. The study described in this paper addressed the following research question: Would increased staff involvement in planning and decision making have made a difference in the way in which the office passed through the reorganization process? The purpose of the study was to describe, through the perceptions of the participants, an agency involved in organizational change and to draw conclusions as appropriate. These conclusions may be useful to others contemplating changes in a similar context.

The research hypothesis underlying this case study may be stated as follows: **H₁: Involving staff in planning and decision making increases their ability to accept and commit to change.** Because the reorganization had already occurred,

⁵ Interview 6-14-94.

the methodology consisted of two rounds of retrospective interviews with managers and staff employed at the Secretary of State's office during the initial period of reorganization from 1989 to 1990.

In the first round, questions were open-ended in order to avoid imposing any preconceived ideas on the process. The aim was to identify the **unique experience of each respondent**. This technique is called 'fourth generation evaluation' by its originator Egon Guba⁶. Its underlying concept is recognition that everyone experiences reality differently. Fourth generation evaluation endeavors to identify these multiple realities without imposing artificial parameters.

The technique of fourth generation evaluation involves, first, recording the experience of respondents **in their own words**; second, identifying any concerns from the responses; and third, eliciting respondents' reactions to these concerns in a second round of interviews. This case study concluded after the second interview round. In a true fourth generation evaluation, however, the participants would meet to discuss concerns in round after round of negotiation and resolution until they achieved consensus on as many as possible. The product of a true fourth generation evaluation is thus an agenda for continuing negotiation.

⁶ Guba, Egon G. and Yvonna S. Lincoln. Fourth Generation Evaluation. Newbury Park, CA: Sage Publications, 1989.

The first round of interviews recorded respondents' perceptions of (1) the changes during reorganization, (2) the degree of staff involvement in planning and decision making during the reorganization process, (3) the degree of staff adaptability and commitment to the changes, and (4) the connection, if any, between staff involvement in planning and decision making and staff commitment to management's goals. The purpose in this first round of interviews was not to draw conclusions but simply to record perceptions.

In the second round of interviews, participants responded to the primary concerns raised in the first round. In addition, they discussed whether they felt staff involvement would have affected the reorganization concerns, and whether the interview process itself had affected their feelings about the way the reorganization was implemented.

The second round of interviews insured that all participants were informed of the primary concerns raised in this study. Knowledge of these concerns is a first step toward the continuing process of negotiation and resolution favored by Egon Guba. It is hoped that the open communication engendered by such a process will enhance this office's ability to adapt and commit to the inevitable changes of the future. The importance of this study lies, therefore, not only in its portrait of an agency in the process of organizational change, but also in its potential as a catalyst for communication for the office in question.

The study did not try to identify a generalizable reality, although it accepted that some conclusions may be generalizable in similar contexts. The reality portrayed in this study report is filtered through the eyes of the participants. The report gives us a picture of what the participants **think** happened from her or his unique perspective, as opposed to what **objectively** happened or what **formally** happened as recorded by memos and the written record. Indeed, what people **think** happened may be the most important reality of all, because it continues to inform their thinking and their actions.

Since conclusions are based on interviews, how does one establish confidence in such an anecdotal study? The process can be audited and credibility established in the following ways: (1) by checking that all the reported data is traceable to original sources, and (2) by confirming that the process is sound by which data was arranged to arrive at the conclusions. To facilitate such an audit, interview texts for both rounds, identified by number only, are attached as Appendices A and B.

The remainder of this paper is organized in the following way. Chapter 2 describes the reorganization of the two business service bureaus. Chapters 3 and 4 report and summarize the results of the first and second interview rounds respectively. Finally, Chapter 5 discusses case study findings and presents conclusions and recommendations.

CHAPTER 2

DESCRIPTION OF THE REORGANIZATION OF TWO BUREAUS IN THE SECRETARY OF STATES'S OFFICE - 1989 TO 1990

During the transition period following Mr. Cooney's election in November 1988, his chief deputy interviewed everyone in the Secretary of State's office. As a result of those interviews, Mr. Cooney decided who he would keep on staff. Although an elected official may replace all personal staff positions, Mr. Cooney chose to keep most of the existing staff in place.

During these initial interviews, top managers believed they had introduced the idea of change and received an enthusiastic response. They felt they had implicit consent to go ahead with the changes they had in mind. Because they kept most of the original staff, however, they set up a situation where management was ready for change, while the staff remained highly invested in the status quo.

In January 1989, when Mike Cooney took office, the Corporation Bureau handled corporate documents, including Articles of Incorporation, Limited Partnership Certificates, Assumed Business Name and Trademark Registrations, and amendments thereto. The Uniform Commercial Code (UCC) Bureau handled UCC documents, including commercial and agricultural

lien filings, and amendments thereto. The Corporation Bureau consisted of a bureau chief, three document specialists, a secretary, two full-time clerks and one part-time clerk. The UCC Bureau, for its part, consisted of a bureau chief and four document specialists. At the time of reorganization, both bureaus prided themselves on processing the day's mail on the day they received it. That meant a very quick turn-around for documents in both bureaus. The UCC Bureau sent out copies of filed documents the day after it received them, and the Corporation Bureau sent out copies within the next day or two. (The Corporation Bureau typist prepared a letter and certificate for each document which added a step to the process in that bureau.) Both bureaus enjoyed a statewide reputation for excellent service.

In June 1989, the Chief Deputy called the staffs of the two bureaus together and announced that management wished to combine the two bureaus and crosstrain the document specialists to handle both kinds of documents. The primary rationale given for this change was to increase staff flexibility during absences, to improve UCC staff's low pay, and to create a career ladder within the agency. Management christened the new entity the Business Services Bureau. They appointed the Corporate Bureau chief to head the new, combined bureau. (The UCC Bureau chief had been fired and not replaced when Mr. Cooney began his term of office.) As part of this reorganization, management transferred phone answering duties

from the document specialists to two, not-yet-hired phone clerks. Because management figured that freedom from phone duty would result in more available time for the document specialists, they reduced the number of specialists from seven to five.

At the June meeting, management announced an immediate July 1st beginning for consolidation of the two bureaus. They subsequently postponed the starting date for this reorganization until September 1st, to allow time to hire and train the two phone clerks. In the interim, management shifted one of the UCC document specialists to another bureau and demoted a second document specialist by two grades, offering him a clerk position. (Secretary of State office staff are not unionized.) He resigned rather than accept the reduction in classification and pay.

Of the five document specialists now poised to begin crosstraining, one of the three corporate specialists was already familiar with UCC procedures because she had worked in the UCC Bureau before. The two remaining specialists began learning about UCC procedures but did not actually work with the documents. The main task of the three corporate specialists was still to keep corporate documents processed on a daily basis. This left the two UCC specialists with the responsibility for all the UCC processing, which was mandated by law to be done on a daily basis. They managed to keep up with this enormous workload but at great personal cost in

terms of low morale and burnout. One of the two left at Thanksgiving, but not before helping the two corporate specialists learn UCC procedures. By the time she left, all four document specialists were able to do the daily UCC mail. However, because the emphasis was still on keeping corporate mail current, the one remaining UCC document specialist was kept on UCC work full-time and not given the chance to become crosstrained in corporate work. She was finally given the opportunity in February 1990. At that time, because there were only four specialists and all were engaged in crosstraining, the corporate work began to fall behind. By April, the work was three weeks behind and out of statutory compliance (which mandates a ten-day processing time for corporate documents). As a result of the loss of their statewide reputation for timely work, all of the documents specialists experienced low morale and loss of job satisfaction. Concerned about statutory compliance, management decided to hire two more document specialists. The new specialists joined the bureau at the end of April and beginning of May. With this increase in personnel, staff returned the bureau to statutory compliance by the end of summer 1990.

Management has continued to fine-tune the reorganization of these two bureaus, prompting one top manager to say, "The reorganization is ongoing. To think that it ended in 1990 is

wrong."⁷ Even though the reorganization has become institutionalized, tensions persist because of the way in which it was initially implemented. In order to understand and perhaps alleviate these tensions, this study examined affected managers' and staff's perceptions of the initial process. Their responses are reported in Chapter 3.

⁷ Interview 10-3-94.

CHAPTER 3

THE RESULTS OF INTERVIEW #1

Twenty people participated in this study. They included three top managers who set the reorganization policy, two middle managers who implemented the policy changes, and 15 present and past staff members employed in the two affected bureaus during the planning and reorganization period under study. Only one eligible person, a staff member who moved out of state, was not interviewed. In this first round of interviews, conducted between April and August 1994, the 20 participants were asked to respond to the following four questions:

(1) From your point of view, what were the pros and cons of reorganization? What could have been done differently?

(2) According to your perception, how much did top management involve middle management and staff in planning and decision making before and during reorganization?

(3) According to your perception, to what extent did staff adapt to the changes of reorganization? To what extent were they committed to the changes?

(4) To what extent do you perceive that staff involvement in planning and decision making affects subsequent staff commitment to management goals?

This chapter reports the responses to each of these questions.

Question 1. From your point of view, what were the pros and cons of reorganization? What could have been done differently?

Perceptions of Top Management

Top managers reported that they were interested in making the office more efficient and providing better service to the public. When they came into office in 1989, they noted a wide disparity in salary and status between the UCC Bureau and the Corporation Bureau, with the former being perceived as less skilled work. Believing that 'filing is filing'⁸, they concluded that there was no significant difference between UCC and corporate work. To redress the disparity was one factor motivating management to combine the two bureaus. Another was to increase flexibility in staffing with a larger pool of crosstrained staff, which they believed would assure more consistent service to the public. A third motivating factor was to address the fact that the UCC Bureau had not been taking in enough money in fees to cover costs. In order to cut costs, the new management had fired the previous UCC Bureau chief. Combining the bureaus would mean saving the cost of one bureau chief position.

⁸ The document processing was called 'Filing' because of the **Filed** stamp affixed to each document adjudged to conform to law.

Top managers were also asked about the problems associated with reorganization and what they could have done differently. They reported that they had underestimated the amount of time it would take to sell the idea of reorganization. They did not anticipate the extent of staff resistance to change. In retrospect, one manager felt he should have delegated implementation more fully to the bureau chief. Participating in the reorganization as fully as he did hampered his ability to do other things to advance the office.

Another manager, who said that management did **not** ask the people involved before policy was set, would start the process differently. He would first interview everyone individually and gather as many comments as possible from open-ended questions, such as 'What do you perceive as problems? What could be done differently? What solutions do you suggest?' and 'Given certain parameters [such as finances], what solutions do you see?' He would then incorporate as many staff ideas as possible into any decision before announcing what changes would be made. In his words,

Ultimately...[you] want to help everyone buy in....Change is change. Generally speaking we all resist change. [The] only time we embrace change is when we recognize that it's necessary to survive. In retrospect we all learned as we went along.⁹

⁹ Interview #8.

Perceptions of Middle Management

Middle managers perceived the reorganization as striving for a more efficient use of resources -- to use fewer personnel to cover services by crosstraining them and to save money by having one less bureau chief.

When asked about problems and what could have been done differently, middle managers responded that top management had not communicated well enough with them about what was expected of them. As one of them stated,

I never had a clear picture of what was expected of me, of anyone else, and of our goals. 'Get it done and get it done now' was the way it was presented to me.¹⁰

Middle managers felt that top management should have involved everyone earlier in the process and used brainstorming and feedback to come up with better ideas for implementation.

Middle managers also felt that top management tried to make the switch too quickly. They didn't give middle managers enough lead time in which to determine how best to implement the changes. Middle managers felt that top management should have planned out a more realistic timeline, especially with respect to training. "Everybody was in training. It would have been better if it had been done...in stages."¹¹

¹⁰ Interview #19.

¹¹ Interview #20.

Perceptions of Staff

As one might expect with 15 respondents, there was no clear consensus among the staff about the reorganization. When asked about advantages, two respondents could think of nothing positive to say. The rest of the respondents, however, did mention positive aspects, such as creation of the phone room which provided a good public contact point for basic information and freed the technical staff from having to answer so many phone calls. Four people mentioned that the reorganization had helped people work together better as a team in a friendlier atmosphere. Staff also mentioned the greater variety of work and increased expertise afforded by crosstraining.

When asked about problems, four respondents did not identify any. Most of the remaining respondents, however, answered volubly. They thought that top management had not taken time to learn how the two bureaus operated before they made the changes. In particular, a majority of staff felt that top management didn't appreciate the technical differences between processing UCC and corporate documents. They didn't ask the people involved for their input. The staff felt the transition would have been smoother if top management had gotten the staff's ideas early enough in the planning to incorporate some of them.

Staff felt one major problem area that could have been alleviated with better planning was training. Everyone was in

training at the same time, and so the daily work fell behind.

The following comments are typical:

Combining the bureaus was the worst idea. We lost the excellent service each bureau gave. Both were on a daily basis and things were done right. There was quality control in both bureaus. There was friction right away because crosstraining didn't begin right away. The process was not implemented correctly. Training has always been a problem because management seems to believe 'Let them learn as they do.'¹²

They changed things too quickly. They should have gotten an idea of how things were working first....They didn't ask the people who knew. They thought they could just put anyone into any job. They didn't think things through.¹³

I would have handled training totally differently. I would have crosstrained people while the bureaus were still separate so we could stay caught up....If people are trained properly, they are going to do a better job and are going to feel good about it.¹⁴

When asked what else could have been done differently, staff overwhelmingly responded that top management should have involved staff in planning and implementation. As one staff member put it,

Management could have taken more time to evaluate and get more input from people before they made the changes. They just walked in and started changing things immediately. They had to keep making changes because they hadn't looked at all the angles.¹⁵

¹² Interview #6.

¹³ Interview #10.

¹⁴ Interview #11.

¹⁵ Interview #2.

Like middle managers, staff felt that top managers should have communicated their expectations more clearly and earlier in the process and should not have tried to do so much so fast. "In ten months everything changed and was not thought through. It seemed like they wanted to come in right away and change the world."¹⁶

Because of feeling disregarded in the process, staff felt that management -- both top and middle -- didn't care about morale. They didn't make an effort to understand the difficulties staff faced, and they didn't appreciate staff's efforts to adapt to the changes.

Question 2: According to your perception, how much did top management involve middle management and staff in planning and decision making before and during reorganization?

Perceptions of Top Management

One top manager felt that there had not been enough pre-decision staff involvement, but the other two felt that people **had** been included and mentioned in particular their open door policy. One top manager felt that there had been almost too much staff involvement because of the huge amount of time he had spent discussing and selling the idea of reorganization. He felt top management had not been decisive enough in implementing reorganization. As he stated,

¹⁶ Interview #10.

I took suggestions and recommendations....I fully believe in it. Having everyone on the same page is important. [But] someone has to make the decision. You can't decide by committee....When [you] go too far involving staff, it is almost impossible to gain consensus. One of the most important mistakes in the reorganization was doing it indecisively. You can't do it indecisively. You have to change in dramatic fashion. We were so open that people felt that anything they wanted, they could get.¹⁷

Perceptions of Middle Management

Middle managers did not feel that they had been adequately involved in planning and decision making, nor did they think the staff had. The following comments are representative:

I was in on the planning but it was also presented to me as a fait accompli....I felt I was left out of the communication loop too. There was not enough staff input up front before the decision was made....This reorganization was not well thought out. Management was not in control and the staff knew it. It was not well managed. That's why it took so long.¹⁸

I didn't feel enough involved in the planning, therefore I didn't really understand the big picture. There should have been a series of brainstorming sessions for everyone, not just ideas, but also how to do it.¹⁹

Perceptions of Staff

With one exception, all staff members felt excluded from planning and decision making. The following represents a typical response:

¹⁷ Interview #18.

¹⁸ Interview #19.

¹⁹ Interview #20.

There was basically no staff involvement in their plans. We were told what was going to happen and what was expected of us. Of course, you were allowed to ask questions, but you did so very carefully. I don't remember them ever asking what anybody thought.²⁰

Question 3: According to your perception, to what extent did staff adapt to the changes of reorganization? To what extent were they committed to the changes?

Perceptions of Top Management

Top managers felt that they had been overly optimistic about how quickly they could make the reorganizational changes. They felt it took a full year to sell the plan and get commitment.

Perceptions of Middle Management

Middle managers felt there was less than enthusiastic adaptability and commitment from the staff. As one middle manager said,

Adaptability came easier than being committed to it....They weren't committed at first but it did come, over a period of time, grudgingly, in a hidden way, not in a real positive way. Maybe it wasn't a real commitment, just 'I have to'.²¹

Perceptions of Staff

The consensus of the staff was that they did their best, without management's understanding or help. Representative comments include the following:

²⁰ Interview #1.

²¹ Interview #19.

The staff tried but resentment was inevitable because there was no appreciation of the problems and pressures the staff faced. Top management didn't understand how much work needed to be done or the steps involved in doing it. The problems of backlog were not because of staff sabotage or log rolling, but because management didn't understand what was involved, and they never did try to find out....The staff was as committed as it could be given that they felt undervalued, had low morale, increased stress and experienced loss of job satisfaction. They were not involved in the process. They did not feel that their commitment and hard work were appreciated.²²

With time, the staff dealt with change as well as could be expected. Management wanted it perfect right away and didn't work with the staff. Some people don't want change, but they try. It is stressful when things change, but management needs to help. The staff was committed. They were trying, but they needed help. It would have been better if management had been positive and helpful instead of breathing down people's back and saying how bad you are. They came up with the idea and it was going to work no matter what.²³

The worker bees' adaptability was amazing. Of course, we all valued our jobs no matter how miserable we were and with few exceptions, did everything we could to keep the office running.²⁴

Question 4: To what extent do you perceive that staff involvement in planning and decision making affects subsequent staff commitment to management goals?

²² Interview #4.

²³ Interview #16.

²⁴ Interview #1.

Perceptions of Top Management

Top managers generally felt that while staff involvement in planning makes a process take longer, it is crucial to the success of any plan. As one top manager put it,

Management is responsible for the goals, but involvement is crucial. It is stupid as a manager to say this is what we're going to do so go ahead and do it. That is folly.²⁵

Perceptions of Middle Management

Middle managers agreed that there is a positive relationship between staff involvement and subsequent commitment to management's goals. One middle manager put it this way: "Yes, there is most definitely a relationship. There would have been a 360 degree shift in attitude. There was no pride at that time."²⁶

Perceptions of Staff

The staff consensus was that there is a direct, positive relationship between involvement in planning and decision making and commitment to goals (although not everyone felt that staff should be involved in making the decisions). The majority of staff members felt that people would have felt appreciated if they had been asked their opinions and taken seriously. They would have felt more a part of the reorganization. The result would have been a smoother,

²⁵ Interview #18.

²⁶ Interview #20.

shorter transition period. The following comments are representative:

There is nothing like teamwork. People have good ideas if management will take the time to listen. 'Just do this' without any explanation of why was their management style. People lose incentive. What difference does it make? Maybe you could offer a good suggestion but why bother. They will just do the 'deaf ear syndrome' -- listen and make you feel good and then everything just goes on as it is.²⁷

There is totally a relationship between involvement and commitment....We feel our ideas are worth something. You feel more important as a person.²⁸

If they had involved more employees in developing the reorganization, they wouldn't have had...such a long transition.²⁹

SUMMARY

The first round of interviews accomplished two objectives. It clarified the concerns people had about the way the initial reorganization had been implemented, and it established whether or not respondents thought there was a relationship between staff involvement and commitment to management's goals. With respect to the latter, question #4 elicited respondents' perceptions about the relationship, if any, between involvement and commitment. Of the total of 20 respondents, 13 agreed that there is a direct relationship, and that involving staff in planning and decision making

²⁷ Interview #3.

²⁸ Interview #16.

²⁹ Interview #2.

increases their subsequent commitment to management's goals. Thus, more than three-fifths of the respondents in this study subscribe to the belief that involving staff in planning and decision making has positive benefits for an organization.

In addition, questions 1 through 3 identified respondents' perceptions regarding the initial reorganization process. Analysis of these responses resulted in the following list of 12 primary concerns.

1. Top managers felt they underestimated the time the process of reorganization would take.

2. Top managers felt they underestimated the extent of staff resistance to change.

3. Top managers felt they should have been more decisive in implementing reorganization.

4. A minority of top managers believed that top management had not involved staff enough in the pre-decision process.

5. A minority of top managers believed that top management had involved staff too much, resulting in too much time spent trying to sell the plan and too much top management involvement in implementation.

6. Middle managers believed that top management needed to communicate expectations and feedback better to staff and middle management and earlier in the process.

7. Middle managers believed that top management needed to better plan the reorganization in order to give middle managers enough time to prepare for implementation.

8. Middle managers believed that top management should have planned better so that everyone wasn't in training at once.

9. Staff perceived that the reorganization was not well planned or thought out by top management.

10. Staff believed that they were not at all involved in planning or decision making, and that their input during implementation wasn't considered seriously.

11. Staff believed that top and middle management didn't care about morale and didn't support or appreciate staff efforts.

12. Staff believed that crosstraining should have been implemented before reorganization, so they could keep the work caught up while being trained.

Reaction to these 12 primary concerns formed the basis of the second round of interviews. The results, grouped in four categories -- **Planning, Staff Involvement, Training and Morale**, are reported in Chapter 4.

CHAPTER 4

THE RESULTS OF INTERVIEW #2

All 20 original respondents participated in the second round of interviews, conducted in October 1994. The main purpose of the second round was (a) to record respondents' reactions to the primary concerns that surfaced in the first round of interviews, and (b) to elicit respondents' ideas about any impact staff involvement **might** have had on those concerns. The secondary purpose was (a) to communicate the reorganization concerns among top management, middle management and staff, and (b) to record whether this interview process had affected respondents' feelings about the reorganization.

The questions were as follows:

1. The first round of interviews recorded the experiences of 20 people involved in the bureau reorganization from 1989 to 1990. In those interviews, the following 12 concerns predominated. I would like to know your reactions to each of these concerns as I read them to you one by one. (See list of concerns at the end of Chapter 3.)
2. Do you think that more or different staff involvement would have had an impact on these concerns?

3. Has this interview process affected your feelings about the reorganization at all?

QUESTION 1: PLANNING-RELATED CONCERNS (# 1,3,7,9)

Responses of Top Management

Top managers agreed with three of the four concerns having to do with planning. All agreed that they had underestimated the time that reorganization would take. All felt they might have been more decisive in implementation. And all agreed that perhaps they had tried to change things too quickly. But none agreed that the plan was not well thought out. As one top manager said,

It was planned and thought out properly. I admit we needed to give more time to the process. Maybe if we had allowed more time, people would have understood.³⁰

Responses of Middle Management

Middle managers agreed with all of the planning concerns. With respect to decisive change, one middle manager said, "The plan should have been more decisive....It was piece-mealed together. But... I think you **can** make change gradually."³¹

Responses of Staff

The 15 staff respondents reacted differently to the four planning concerns. Thirteen agreed that management had

³⁰ Interview #9-round 2.

³¹ Interview #20-round 2.

underestimated the time needed for reorganization. One said, for example,

That's definitely true. They thought it was going to happen overnight. They needed to have more understanding of people's feelings, to explain it better, and to help out a little.³²

Six staff members did not agree that management should have acted more decisively, and two thought top management had been decisive enough. One of the latter said, "They did make the change decisively....They dropped it on people like a ton of bricks."³³

More than half the staff thought that top management didn't allow middle management enough lead time to plan how best to implement the changes. Nine people thought that top management had not planned the reorganization well enough. The following comment is representative:

I think they thought it out, but they didn't take into consideration all the small details and the tedious work. They just didn't have the experience to think of everything. They should have asked the people doing the work.³⁴

QUESTION 1: STAFF INVOLVEMENT CONCERNS (# 2,4,5,6,10)

Responses of Top Management

Top managers disagreed that they had not involved staff in decision making, but the majority acknowledged that there

³² Interview #16-round 2.

³³ Interview #4-round 2.

³⁴ Interview #16-round 2.

may not have been enough clear communication prior to the decision's being made. One acknowledged,

Yeah, I think that's an issue. We never decided at what level staff involvement was going to be. Either too much 'post' or too little 'pre'....In this case, there was not enough 'pre'.³⁵

Top managers felt that had they acted more decisively, the issue of too much staff involvement would not have arisen.

These comments are typical:

Maybe this gets back to the point that you can have input, but someone has to make the decision. We were easily persuaded to postpone deadlines. Maybe we should have been a lot more firm.³⁶

I think there is really an immense amount of frustration in the process of change. It is extremely difficult to handhold with people who are opposed to change....You have to keep your eye on the goals and keep driving the process forward and not dancing for every one individual, and it will be fine. The toughest question is when to draw the line. We've talked about it; now, let's do it.³⁷

Top managers generally agreed with the points made about communication. One said,

It all requires a delicate balance and is almost contradictory too. No one can disagree with communication, but you have to worry about what is communicated and whether it is helpful or will cause panic.³⁸

³⁵ Interview #18-round 2.

³⁶ Interview #9-round 2.

³⁷ Interview #8-round 2.

³⁸ Interview #18-round 2.

All agreed that they had underestimated the extent of staff resistance to change. The following comments are representative:

We tried to move cautiously. We made fewer personnel changes than usual for an elected official. We kept a lot of personal staff. We wanted continuity. From my perspective, it felt like we were bending over backwards to be inclusive and friendly. I felt people were not appreciative. They were critical but not up front, almost as if they were trying to sabotage us.³⁹

Yes, this is also fair. It's a case of the glass half empty or half full. Was it resistance to change, or did we need to present the issue differently to incorporate the staff?⁴⁰

Responses of Middle Management

Middle managers did not think there had been too much staff involvement. One did think, however, that there had been too much **top management** involvement in implementation.

Middle managers agreed in theory with the concern about communication but did not think it was always practical to take the additional time that thorough communication requires. They agreed with the other three staff involvement concerns. One responded,

Having gone through two reorganizations of such a different nature -- what worked for one failed for the other....The other...sailed, with minimal staff input up front, so I don't agree that it is always a necessity....[but] staff should have had more input in this reorganization....⁴¹

³⁹ Interview #9-round 2.

⁴⁰ Interview #18-round 2.

⁴¹ Interview #19-round 2.

Responses of Staff

Twelve of the 15 staff respondents agreed that top management had not involved staff. The following is a typical response:

[Top management] didn't understand the need -- the human need -- for [staff] involvement in things which concern them -- involvement before the decision is made, involvement in the decision, and involvement in how the decision can best be implemented.⁴²

Thirteen staff respondents agreed that there should have been more staff involvement. Thirteen agreed that adequate communication had been lacking. Eleven disagreed that there had been too much staff involvement. Among their comments are the following:

I don't agree with that because they didn't involve the staff. They did what they wanted to do. If they had tried brainstorming, it would have been great. They don't have to use all the ideas.⁴³

What?! Where was the staff involvement? I must have been gone that day.⁴⁴

However, one staff respondent made the point that there could have been too much **inappropriate** staff involvement, stating,

There are appropriate and inappropriate times to get the staff involved....at certain times they **did** spend too much time getting input. At certain times some people were going in every day.⁴⁵

⁴² Interview #4-round 2.

⁴³ Interview #11-round 2.

⁴⁴ Interview #6-round 2.

⁴⁵ Interview #2-round 2.

Thirteen staff members agreed that management had underestimated staff resistance. Of these, 11 believed that management's approach was chiefly responsible for the resistance. One said, "Yeah, they definitely underestimated the amount of resistance. Part of that had to do with personal emotions about the way things were done."⁴⁶ Another said, "I mean there's going to be some resistance. There's always resistance to change. But the resistance got worse because of them, the way they did things."⁴⁷

QUESTION 1: TRAINING CONCERNS (# 8,12)

Responses of Top Management

Top managers generally agreed with the concerns that training had been mishandled. Their responses include the following:

Absolutely. I totally agree. It was a total, utter error of judgment on my part. I assumed knowledge in residence that wasn't there. By the time I realized it, we were in a massive world of hurt.⁴⁸

In some ways training is like going swimming. You make all kinds of preparations, but at some point you have to get in the water. At a certain point, you just have to make it happen. The same anxiety will always be there, no matter how long and how much preparation. You just try to give people

⁴⁶ Interview #12-round 2.

⁴⁷ Interview #16-round 2.

⁴⁸ Interview #18-round 2.

enough training so at least they can tread water if they are in over their heads.⁴⁹

Responses of Middle Management

Middle managers generally agreed that training could have been handled more gradually but also were conscious of practicality and the need to get training over with. They felt that a balance must be struck between time constraints and staff preferences for slower training.

Responses of Staff

Staff overwhelmingly agreed with the training concerns, believing that training should have taken place more systematically and slowly, and should have involved fewer staff members at a time. As one staff member expressed it,

I'll totally agree with that. That was my idea from the beginning. Train one at a time so the whole bureau is not in a mess.⁵⁰

QUESTION 1: MORALE CONCERN (# 11)

Responses of Top Management

As the following comments suggest, top managers emphatically did **not** agree that they were unconcerned about morale. They said,

It's unfortunate if that's how this is perceived. Almost everything we've ever done was trying to make the office better -- saving staff jobs, interviewing everyone and treating them fairly, helping them to be vested in their work life. We made a few changes but not change for change's

⁴⁹ Interview #8-round 2.

⁵⁰ Interview #11-round 2.

sake. We thought it was the best way to save people's jobs. And we wanted to make the filer disparity more fair and take away the tedium of answering phone inquiries. Everyone was saying they were doing the same thing every day. We tried to spread the load of work more evenly and to add new variety to what we considered a professional occupation. We can never intellectually persuade people how much we care; how much we thought about morale. All you can do as a manager is be cheerful and hopefully think back dispassionately on your actions and say, 'Yes, they've been pretty responsive'.⁵¹

Morale was so important. We tried a number of things to keep morale up. We had a more open door policy, we issued door keys so people could come and go. We did a number of things that showed our good faith. We thought we could be up front and at the same time get the job done.⁵²

Responses of Middle Management

Middle managers also did not agree that they were unconcerned about staff morale. One acknowledged that poor morale was an issue for them as well as the staff, saying,

I have mixed feelings on that one, especially when upper management dumped everything on middle management. People didn't understand there were morale problems for middle management too.⁵³

Responses of Staff

Twelve staff felt that management was not concerned about morale. One said, "They weren't in touch with how unhappy people were. It made you feel they didn't care."⁵⁴ Another staff member said, "Without any say, they [the staff] feel

⁵¹ Interview #18-round 2.

⁵² Interview #9-round 2.

⁵³ Interview #20-round 2.

⁵⁴ Interview 2-round 2.

left out, and their morale is going to suffer."⁵⁵ One disagreed, however, commenting,

I won't agree with that. I felt they [top management] were too busy. They were also very young. They didn't know everything. The birthdays, the Santa thing, the dinners they had were all about morale.⁵⁶

In summary, a majority of respondents believed management underutilized staff involvement, with the result that staff felt excluded from the process, became demoralized and were not able to adapt to the changes as quickly as management had hoped. Staff and middle managers both felt that top management could have better planned the reorganization in order to anticipate problems and have contingency plans ready. And a majority of respondents agreed that training could have been better handled. Said one top manager,

We could have done different things to make it operationally more smooth -- (1) more pre-decision involvement; (2) more decisive implementation; predictable is maybe a better word than decisive; give people targets. We didn't give people a target for their involvement. Our parameters were not clearly established; and (3) earlier training - - doing it in phases, so we had minor victories along the way.⁵⁷

QUESTION 2. In response to the question about whether more or different staff involvement would have affected the

⁵⁵ Interview 12-round 2.

⁵⁶ Interview #7-round 2.

⁵⁷ Interview #18-round 2.

concerns, 16 people said yes -- more staff involvement would have made people feel more a part of the process, there would have been less stress and, as a result, the reorganization transition would have been faster and smoother. The following comments are representative:

Yes, staff involvement would have made staff feel more a part of the process....The whole process would have gone more smoothly with much less stress....Management would have been more effective in achieving its goals.⁵⁸

The transition would have been smoother. People would have supported it. They would have felt a part of it.⁵⁹

Two respondents, in contrast, did not think that more or different staff involvement would have affected the concerns. One said,

The concerns would still be there to a greater or lesser extent. Maybe people wouldn't have felt as angry. But all the aspects of change are going to be there, no matter what you do different.⁶⁰

QUESTION 3. In response to the last question which asked whether this interview process had affected respondents' feelings, 15 answered yes. Typical comments include the following:

Yes, talking about this helped me let go of some of the resentment I still felt, and knowing that

⁵⁸ Interview #4-round 2.

⁵⁹ Interview #11-round 2.

⁶⁰ Interview #8-round 2.

management will see this and be more aware of how we felt.⁶¹

I've learned a substantial amount....Hopefully this has made me more sensitive and open than maybe I was. It's made me better prepared to deal with almost any decision and live with it. I'm glad you're doing this.⁶²

It allowed me to get a lot of things off my chest. Once they're said, you can forget them and go on. It was a cleansing process for me.⁶³

Five individuals (all staff) did not think the process had changed them. One said, "I don't think it has because I'm so bitter. I can't let it go."⁶⁴ Another responded, "No. It hasn't affected me one bit. I feel so strongly about this."⁶⁵

SUMMARY

In this second round of interviews, respondents generally agreed with the 12 reorganization concerns. There were a few notable exceptions, however. For instance, top managers felt the reorganization plan **was** well thought out. They believed that they **had** involved staff and middle management in planning. And they maintained that they **did** care about the morale of middle managers and staff.

⁶¹ Interview #2-round 2.

⁶² Interview #9-round 2.

⁶³ Interview #19-round 2.

⁶⁴ Interview #1-round 2.

⁶⁵ Interview #6-round 2.

Middle managers took exception to the statement that they didn't care about staff morale. They also disagreed that there had been too much staff involvement in planning.

Staff disagreed as well that there had been too much involvement in planning and decision making. They also felt that management should **not** have been more decisive in implementing the reorganization.

Sixteen of the 20 respondents in answer to Question 2 believed that staff involvement would definitely have affected the reorganization concerns. Involving staff would have made them feel more a part of the process and more important personally. Involving staff would have alleviated stress, and the reorganization would have proceeded more smoothly. As a result, there would have been **fewer** concerns.

Respondents' replies to Question 3 indicated that three-fourths of them were affected positively by this interview process. For staff and middle management, expressing their feelings helped alleviate some of the tensions and resentment they still felt. For top management, hearing the concerns of the other respondents helped them to be more empathetic. Communicating about respondent concerns in this second round of interviews appears to have had the positive result not only of providing feedback but also of precipitating changes in attitudes.

CHAPTER 5

DISCUSSION, CONCLUSIONS AND RECOMMENDATIONS

DISCUSSION

In both sets of interviews, a majority of top managers reported that they had involved staff in planning and implementing the reorganization. Middle managers and staff, however, overwhelmingly disagreed with this perception. Because of the implications for office morale and productivity, the reasons for these disparate perceptions are worth exploring.

In the transition period before Mr. Cooney took office, his chief deputy had interviewed everyone on staff. Top managers believed they had adequately communicated their planned changes for the office at that time. When people responded enthusiastically, top managers thought they had a mandate for change. They failed to consider, however, the circumstances surrounding these interviews. Because Mr. Cooney had not yet announced who he would keep on staff, staff members felt they were interviewing for their jobs. Under such circumstances, they would be as enthusiastic as possible and certainly would not bring up any caveats about proposed plans. As one top manager later acknowledged,

We were fairly new. I had sat down with almost everyone and wanted participation -- to know 'what

is your attitude toward change'. I probably didn't factor in that people might be telling me what I wanted to hear.⁶⁶

When top managers encountered resistance, they felt betrayed and even suspected deliberate sabotage. One stated,

I went in with the idea that we had done a good job of talking to people and that the attitude was good. So, when concerns developed, it took me by surprise and even made me angry.⁶⁷

Management failed in this instance to understand the dynamics of change. They had come into office fresh, without any investment in the way business was being conducted. They retained most of the existing staff and middle managers, however, who **did** have time, energy and ideas invested in how they did their work. Even though middle managers and staff knew change was inevitable, they still needed to pass through the various stages of the change cycle, a cycle closely related to that experienced by people who are mourning. In this case, middle managers and staff needed to mourn the loss of the way they did business.

The change cycle stages are **Denial**, **Resistance**, **Exploration**, and finally **Commitment**.⁶⁸ At each stage, managers need to acknowledge what workers are experiencing in

⁶⁶ Interview #9-round 2.

⁶⁷ Ibid.

⁶⁸ Scott, Cynthia D. and Dennis T. Jaffe. Managing Organizational Change: Leading Your Team Through Transition. Los Altos, CA: Crisp Publications, Inc., 1989, p.26.

order to help them move on.⁶⁹ In order to do this, managers need to understand that staff must go through all the stages before being ready to commit to the changes.⁷⁰ Such a process takes time as well as understanding, both of which were lacking in this reorganization.

Another factor bearing on the successful transition from one system to another is trust. Trust takes time to develop in an office among staff, middle managers and top managers, and between middle and top managers. Top management announced the reorganization changes after just six months in office. They felt impelled to move quickly because of the limited honeymoon period with the legislature. But six months is a short time in which to establish mature relationships -- relationships in which one can trust the other to do what is agreed upon, in which self-interest is respected, and in which staff feel safe enough to speak frankly.

Another factor which may bear on the disparate perceptions of staff involvement is top management's reliance on the chain of command. Even though top managers maintained an open door policy, they operated from the top down through the chain of command. When planning the reorganization, they first met with bureau chiefs. Their expectation was that bureau chiefs would in turn involve their staff members.

⁶⁹ Ibid., pp.31-32.

⁷⁰ Ibid., pp.26-32.

Perhaps because of the lack of mature, trusting relationships, management's expectations were not uniformly met in this regard. As one top manager said,

There was a breakdown between senior and mid-management with communication. We didn't realize that the end users were not being involved....In that stage it was about some relationships that weren't mature.⁷¹

In the case of this reorganization, top managers chose speed of action over comprehensive, in-depth communication with staff because (1) they expected a limited honeymoon period with the legislature, (2) they considered it a financial necessity to make some changes in order to save jobs, and (3) they desired to redress disparities in the office and create more of a career ladder. Because they thought they had a staff eager to make changes, they moved quickly. They did not take the time to insure that all staff understood **why** management saw these changes as necessary. According to Kast and Rosenzweig, "Whenever individuals do not clearly understand the purpose, mechanics or potential consequences of a change, they are likely to resist it."⁷² The importance of communication is critical in such situations. As the prescient management analyst Mary Parker Follett understood, the way to overcome resistance is to invite staff to share their ideas and their negative as well

⁷¹ Interview #18-round 2.

⁷² Kast, Fremont E. and James E. Rosenzweig, "Organizational Change," in Organization and Management. New York: McGraw-Hill Book Company, 1979, p. 576.

as positive feelings.⁷³ This gives them a sense of participation even when their suggestions are not used. In this instance, management seems to have underestimated the impact of the changes on staff and did not have contingency plans in place to handle resistance. One top manager subsequently acknowledged that,

We could have done a better job of explaining how the process was going to work. There was frustration among the staff at not being treated as they expected. We could have expressed the rules more clearly.⁷⁴

In hindsight, it appears that management did not communicate their most compelling justification for the changes, financial necessity, because the issue was politically sensitive. As one top manager stated,

Political sensitivity makes it hard to tell everything....There's a real risk in how much you explain what you're doing....It's a judgment call that has to be made every time. You have to be sensitive to people **and** to the organization, to protect it from outside attacks.⁷⁵

In addition, because top managers were male and the staff predominantly female, gender-based differences in communication styles may have had some bearing on perceptions. In You Just Don't Understand, Deborah Tannen states that,

⁷³ Follett, Mary Parker, "The Giving of Orders," in Classics of Organization Theory. Jay M. Shafritz & J. Steven Ott, eds. Pacific Grove, CA: Brooks/Cole Publishing Company, 1992, pp. 150-158.

⁷⁴ Interview #9-round 1.

⁷⁵ Interview #8-round 2.

Women expect decisions to be discussed first and made by consensus. They appreciate the discussion itself as evidence of involvement and communication. But many men feel oppressed by lengthy discussions....they feel hemmed in when they can't just act without talking first.⁷⁶

Because of this disparity of style, some staff members felt disregarded in the change process. As one person said, "They didn't want any input from us. They were close-minded to anything we had to suggest. Anything we suggested they viewed as opposition."⁷⁷

CONCLUSIONS

If we accept that reality and causation are complex,⁷⁸ all of the above-mentioned factors probably had some bearing on why the disparity exists between top management's and staff's perceptions of staff involvement. The issue is not that top management failed to appreciate the necessity for staff involvement, but rather that they did not clearly communicate their intentions at an appropriate time. Management failed to appreciate fully that "Employees need to participate in a change before it occurs, not after. When they can be involved from the beginning, they feel protected

⁷⁶ Tannen, Deborah. You Just Don't Understand: Women and Men in Conversation. New York: Ballantine Books, 1990, p.27.

⁷⁷ Interview #3-round 2.

⁷⁸ Gleick, James. Chaos: Making a New Science. New York: Penguin Books, 1987, p. 308.

from surprises and feel that their ideas are wanted...."⁷⁹ Management's primary mistake appears to have been a failure of empathy rather than a lack of caring.

Management's perceptions to the contrary, the evidence gathered in this case study supports the conclusion that staff were **not** adequately involved in planning for the reorganization. The ramifications of that lack of involvement mirror the potential problems reported at the beginning of Chapter 1. Had staff been included more fully in planning, management would have had the benefit of their perspective and experience. Staff input could have helped top managers develop alternative plans, especially for training. Had staff been involved more fully in planning, they would have felt acknowledged by management and part of the process. Their morale would not have suffered as it did, and they would have adapted more quickly to the changes. As a result, the work backlogs that developed might have been minimized.

In answer to the research question posed in Chapter 1, 'Would increased staff involvement in planning and decision making have made a difference in the way in which the office passed through the reorganization process?', the evidence gathered in this case study strongly suggests that increased staff participation **would** have made a difference. Had top management involved staff more fully in planning and decision

⁷⁹ Davis, Keith and John W. Newstrom, "Managing Change," in Human Behavior at Work: Organizational Behavior. New York: McGraw-Hill Book Company, 1985, p. 248.

making, particularly **early** in the process, staff would have felt they had a stake in the changes, and they would have been more committed to management's goals. As a result, implementation of the reorganization would have been smoother and faster. Analysis of the evidence gathered in this case study strongly supports the underlying research hypothesis that 'Involving staff in planning and decision making increases their ability to accept and commit to change.'

RECOMMENDATIONS

In order to more effectively handle organizational change in a public agency, managers are urged to incorporate the following recommendations into their plan of action.

1. **Top managers should communicate and provide feedback continuously and directly to middle managers and staff throughout the entire change process, with special emphasis on communication early in the process, so that everyone knows what is going on in the organization. Time spent communicating will pay off in assuring a smoother transition and a more committed staff.**

This is not the time to rely on chain of command. Top managers need to communicate directly with every staff member. "It is almost impossible to overcommunicate."⁸⁰

⁸⁰ Schwartz, Andrew E. "Eight Guidelines for Managing Change," Supervisory Management, July 1994, vol. 39, no. 7, p.3.

2. Top managers must build into any reorganization plan adequate time for people to process and adjust to the changes.

Change takes time. Top managers must acknowledge that middle managers and staff need to mourn loss of the status quo before committing to change. In addition, people will adjust at different rates. Top managers need to respect that diversity by allowing a reasonable range of adjustment time.

3. Top managers must provide middle managers and staff with frequent opportunities to share ideas relating to all stages of the reorganization, either through brainstorming sessions or other formal or informal meetings. People want the chance to have input into any planning that affects them, even if that input is not incorporated into the final plan.

4. Top managers should take the time to establish a trusting environment, where people feel valued and fairly treated, so that middle managers and staff will feel comfortable sharing their ideas and concerns. Such a free flow of ideas can only strengthen an organization.

5. When interacting with top management, middle managers should practice active listening⁸¹, to be sure they understand not only management's goals for the organization but also management's expectations of them.

⁸¹ 'Active listening' means repeating what one hears in order to affirm that one heard and understood correctly.

Such a clear understanding is essential for middle managers because they must implement top management's goals. In the course of implementation, they must be able to explain those goals and their rationale clearly and reasonably to their staff when necessary.

6. Middle managers must develop trusting relationships with their staff members, so that staff will feel comfortable communicating openly.

7. Middle managers must be willing to spend time individually with their staff members, to help them navigate the change cycle successfully.

8. Staff should participate, as invited, in planning that affects them, communicating their ideas and concerns openly and honestly.

9. As they move through the stages of the change cycle, staff should ask for help if they get stuck.

The lessons of this case study continue to influence agency staff. For example, the agency in question recently experienced a reorganization of its physical location. Information concerning this change was not initially open. When rumors began to circulate, however, top managers immediately took charge of the process. Through memos and meetings, they made sure that everyone on staff knew what the changes were, why they were being made and when to expect them, to the extent of available knowledge. As a result of

being included and fully informed, office staff pulled together, and the physical reorganization occurred with minimal stress.

Managers in this recent example appear to be practicing the predominant lesson of this case study: **If you include staff early and communicate with them fully, you may expect their cooperation and commitment.** Mastery of this lesson will enable management "to give people pride of ownership, the feeling that this is not just a job, that you have something at stake -- so that people will want to do their best."⁸²

⁸² Interview #9-round 1.

APPENDICES

A. INTERVIEWS -- ROUND 1

B. INTERVIEWS -- ROUND 2

APPENDIX A

INTERVIEWS -- ROUND 1

(conducted from April to August 1994)

QUESTIONS:

1. From your point of view, what were the pros and cons of reorganization? What could have been done differently?
2. According to your perception, how much did top management involve middle management and staff in planning and decision making before and during reorganization?
3. According to your perception, to what extent did staff adapt to the changes of reorganization? To what extent were they committed to the changes?
4. To what extent do you perceive that staff involvement in planning and decision making affects subsequent staff commitment to management's goals?

Interview #1

Question 1: Pros: None.

Cons: One of the major changes during this phase was the use of daily work sheets recording everything we did and how long it took to do it, how many phone calls we got, walk-in customers etc. If this isn't degrading to an employee, I don't know what else would be. They are basically telling you we don't trust the grown adults hired to work here to do their jobs. Of course they told us 'it's a management tool to help management see the areas in need of help." Give me a break!

 Also there was a chain of command as long as the wall of China. It made approving anything next to impossible. And as long as we are on the subject of approving things, there is the area of time-off requests -- this pertains to vacation time and sick leave rightfully due and earned by the employees. They rarely let more than one person take even an afternoon off at a time and during peak 'busy' times, time off was eliminated unless of course it was a member of the so-called management team who had to take off because they had built up so much overtime they were going to lose it if they didn't. (Of course there were no detailed records of what management was doing to build up all this overtime.)

Different: I would never have applied for a job there.

Question 2: There was basically no staff involvement in their plans. We were told what was going to happen and what was expected of us. Of course, you were allowed to ask questions, but you did so very carefully. I don't remember them ever asking what anybody thought.

Questions 3: Adaptability/Commitment: The 'Worker Bees' adaptability was amazing. Of course, we all valued our jobs no matter how miserable we were and with few exceptions, did everything we could to keep the office running.

Question 4: People would work harder if they felt involved in the running of things. They would feel better about themselves and their position in the office. Their attitude, work output, morale would all be up and their stress would be decreased if they were asked their opinions and taken seriously. They would want to make the office as good a place as possible.

Interview #2

Question 1: Pros: Creating the phone room was a good public contact point for basic information. The office was then not tying up people doing more technical work.

Cons: But the phone people didn't always treat the public as they should. They didn't get any training on

good manners with the public. Sometimes they talked down to the public.

The staff had a lack of training. It almost felt like they were being set up. Management was not sensitive to people's needs. The supervision was authoritarian.

I don't see how they saved any money. I don't see how they reduced the number of people, with two new people in the phone room.

Different: Management could have taken more time to evaluate and get more input from people before they made the changes. They just walked in and started changing things immediately. They had to keep making changes because they hadn't looked at all the angles. They still don't bother with morale. If they did something about job satisfaction, they would have more productive workers.

Question 2: None. There wasn't any. Basically management just crammed reorganization down everyone's throat.

Question 3: **Adaptability:** Not everyone adapted like management wanted. People reacted negatively (a common factor in any major change). Management didn't have any alternatives in case one idea didn't work out.

Commitment: People were committed to keeping their jobs, not to the goals. (People don't have the same protections in an elected official's office that they do in other state offices.)

Question 4: Involving staff is a major part if you are going to be successful. Management lost a lot of experience and training. If they had involved more employees in developing the reorganization, they wouldn't have had so much turnover or such a long transition. Involving staff would get people to do more. There is better job satisfaction when staff is consulted and included in planning for changes and productivity increases because people feel they have some say in their jobs.

Interview #3

Question 1: Prog: None.

Cons: The reorganization was not thought out. They did it first and then thought about how to do it. It was a very stupid move. They didn't understand that the level of complexity of filing UCC documents was not the same as filing corporate documents. They were making change for the sake of change rather than the betterment of the office. They tried to crosstrain all at the same time. There was no continuity in the training -- no idea of how to keep the flow of work going and still learn new information. They don't understand the theory that people need training. They just think you can start doing the job. Management lacked supervisory skills.

Different: I'm not so sure the reorganization was necessary. I wouldn't have done it. That's what I'd

change. It was done for the sake of change, even when the public said don't change anything with the corporation department.

Question 2: Absolutely none. They didn't care what the employees thought. They don't take suggestions and they don't want suggestions from the employees.

Question 3: Adaptability: I don't understand what motivated the employees. We needed our jobs. We feared for our jobs. We were threatened -- "If you don't like it, there's the door," and always "What you're doing isn't enough."

Commitment: We tried to do what they wanted. We tried to cooperate. We realized that change was inevitable.

Question 4: There is nothing like teamwork. People have good ideas if management will take the time to listen. "Just do this" without any explanation of why was their management style. People lose incentive. What difference does it make? Maybe you could offer a good suggestion but why bother. They will just do the 'deaf ear syndrome' -- listen and make you feel good and then everything just goes on as it is.

Interview #4

Question 1: Pros: Being crosstrained meant that I was able to answer all kinds of questions because I had knowledge of

both systems. With combining the bureaus, management did seem to be one step ahead of the legislative cutbacks that lay ahead.

Cons: Management didn't understand the differences between UCC and corporate documents. It was not the same kind of filing (they maintained 'filing is filing.'). Management needs to ask when it doesn't know something. UCC filing is cut and dried and doesn't require the same kind of judgment.

Management downgraded the document specialist positions. They tried to make inroads into the areas most satisfying to me -- judgment, autonomy, helping people. They changed the emphasis from quality to production. They wanted as much quality as they could get for the maximum quantity, but the emphasis was on quantity. They sought to assign a numerical value to the specialists' days work by requiring various kinds of document handling counts. Their approach seriously and negatively affected the quality of our work life.

Different: I would have kept the UCC and corporation duties separate but maybe within one department. I would have developed a stepladder for promotion from UCC filing to corporate filing.

Question 2: There was no staff involvement. Management proceeded with grand arrogance. They knew what was best even though they didn't know anything about the process (one kind

of management theory -- that you don't need to know anything about the subject).

Question 3: Adaptability: The staff tried but resentment was inevitable because there was no appreciation of the problems and pressures the staff faced. Top management didn't understand how much work needed to be done or the steps involved in doing it. The problems of backlog were not because of staff sabotage or log rolling, but because management didn't understand what was involved, and they never did try to find out -- they were arrogant.

Commitment: The staff was as committed as it could be, given that they felt undervalued, had low morale, and experienced increased stress and loss of job satisfaction. They were not involved in the process. They did not feel that their commitment and hard work were appreciated.

Question 4: Of course there's a connection. People who feel part of any process will be more committed to it.

Interview #5

Question 1: Pros: There was a much friendlier atmosphere.

Cong: It was foolish combining the two bureaus. Corporations was just beginning to get on its feet. Things had just begun to smooth out a little bit. It got both departments behind. The UCC people didn't understand corporations and vice versa. It muddled everything up and was

just complete chaos. There was a lack of training for new people when they would come in.

Different: You need to ask the people who work with the thing being changed. You wouldn't necessarily have to agree, but at least they should be asked.

Question 2: We would have meetings, but the head people pretty much knew what they were going to do. They'll ask what you think but they've already made up their minds, and they don't really care what you think.

Question 3: **Adaptability/Commitment:** There was discontentment and pressure. They were falling behind with the work. I do feel that you have to set some kind of standard for how much work should get done, like maybe a weekly quota. The staff unhappiness affected the work atmosphere. It made me uncomfortable to see the mail piling up.

Question 4: Management should involve staff if they are going to make changes. They should ask those involved. Mike was a friendly person, but he didn't seem to have much understanding of what was going on, and he didn't want to know about it if it was bad. There was a lot of favoritism.

Interview #6

Question 1: **Pros:** It was nice to be trained in both areas (UCC and corporations). Management itself had good intentions.

Cons: Combining the bureaus was the worst idea. We lost the excellent service each bureau gave. Both were on a daily basis and things were done right. There was quality control in both bureaus.

 There was friction right away because crosstraining didn't begin right away. The process was not implemented correctly. Training has always been a problem because management seems to believe 'let them learn as they do.'

Different: The problem was the way the process was implemented. I don't think this management needed to have staff involvement in the initial decision but, in the implementation, yes! People weren't used for their best capability. We should have started out slow on training -- several people at once, not everyone at the same time.

Question 2: There appeared to be no staff involvement. I don't think management has to ask 'Should we do this?', but they could ask how to implement their plan and how to get it to work smoothly. There is a pattern of not involving the people who are doing the work.

Question 3: **Adaptability/Commitment:** We had a sense of pride in what we do, but we didn't want to lose our jobs or

grade or status. We were fighting to stay where we were, so the staff was fighting the changes. They didn't adapt. If top management had listened and tried to understand our misgivings, instead of right away deciding we were against the plan and reorganization, all would have gone better. Management took any opposition as the enemy, and the lines were drawn.

Question 4: Yes there is definitely a relationship. Management doesn't have to have input on the initial decision, but they do need to have ideas from the staff.

Interview #7

Question #1: Pros: They're free to reorganize. It's not going to make any difference. It helps their egos. They wanted to try something different and they are free to do so.

Cons: I wasn't really aware of what was going on. I was left out. Any new changes made me angry. I was an unhappy worker.

Different: I think Florence should have talked out her problems.

Question #2: I have very poor communication skills. I have a very bad rapport with people.

Question #3: I felt they were disappointed in me. The staff adapted for efficiency and to get the work done.

Question #4: I feel like I did the best I could with what I had. I wanted to be temporary. I was going to be a temporary person working in a lot of different areas. I never really wanted to work for the government. We need to be holding hands and dancing together, like in folk dancing.

Interview #8

Question 1: Pros: To put it in perspective, you have to understand what we perceived: extreme variances between UCC and Corporate bureaus -- major difference in pay and different attitudes toward, e.g., status. UCC was 2nd class. Our desire was threefold: (1) try to level out positions, bringing UCC up on a par with corporations, i.e., increase status and pay and create a stepladder for advancement in the agency; (2) UCC Bureau was losing money, which we resolved by laying off the director; (3) to create a system so ability to cover when personnel not around. When 2 or 3 were gone, the bureau would collapse and we had a mandated 24-hour turnaround time. These three were the primary driving force behind our decision to reorganize. Ultimately we did achieve our goals, not necessarily as originally envisioned but they were achieved.

Cons: We were naive in thinking that it could happen fast with minimal resistance and without pain. It happened a lot slower than anticipated because of resistance

to change. The resistance came most significantly from those most ingrained in the old system. The pain came from just having chaos in the process -- failure of people to pick up new functions and failure of management to pick up on attitudes toward change and to deal with them on the part of everyone. Management failed to sell the idea; it could have been presented in a way to enable everyone to buy in. Also there was some resentment on the part of people who had been here a long time that now were performing functions beneath them (e.g., UCC-2nd class work). We didn't anticipate the length of time it would take. We wanted to provide a wider variety of work and to share the burden of tasks more evenly throughout the work force, but we didn't ask the people involved. We needed to get people to buy into it more, to understand the goals, purpose and to believe that the changes were beneficial, to be more reassuring that the changes were established to improve the entire office.

There are so many different attitudes at work -- the 9 to 5 attitude, the attitude of some that take a lot of pride and want to produce the best product, and lots in between. When reorganization occurred, a lot of people shifted into just doing what it took -- intentional or unintentional sabotage to show that this was a dumb idea. It was unfortunate that the reclassification came back lower than anticipated, so people who didn't benefit resisted or were paralyzed by the change.

Ultimately the office was strengthened. We provided a ladder of advancement as an incentive for the people at the bottom rungs. Unfortunately we didn't have that for the people at the top except that we provided job variety and for the UCC people we increased pay, status and enriched their jobs, unfortunately at the cost of those in the corporate positions. Leveling the playing field came at a cost.

Different: I would start the process differently. I would interview everyone individually first and take in as many comments as possible from open ended questions, such as 'What do you perceive as problems? What could be done differently? What solutions would you suggest?' and 'Given certain parameters (like finances), what solutions do you see?'

I would try to figure out what still needs to be done as part of the process, redefine goals, try to make sense, identify where will have resistance, then hatch idea and try to incorporate as many staff ideas as possible. Then sit down and say 'This is what we are going to do.'

One of the problems with the process is not being able to balance comments -- use what can and some can't be used. Have to be as free flowing with information as possible, but certain amount of firmness, e.g., a change will occur. Ultimately decide goal and then have to start getting people to sign on or remove those people from the process (people who might sabotage the process).

You have to keep asking 'Is the change good? Does this make sense/where are we going?' The process can be extremely painful, like divorce -- we perceive the problem and only one way to resolve it, and then we have the pain of working through the change.

Ultimately want to make everyone happy/want to help everyone buy in. Ultimately should be common goal that all recognize the change as good. Maybe the problem is recognizing the goal.

The process evolved. In retrospect, part of the change process was driven by the needs of business. I feel that the people who have been here longer have more of a problem with changes. The fact that many functions have lost value, well they would have lost value whether we combined bureaus or not. It wouldn't have mattered what this office did, the legislature would have made changes. In the event that changes hadn't occurred, the office would have been a financial wreck very soon. Some people would have lost jobs. It would have been very painful. Perhaps if management had taken more time in the process, we would have had less pain, but sometimes the driving force for change is the parameters the office is placed in, e.g., decisions the legislature makes, so things sometimes don't make sense.

Change is change. Generally speaking, we all resist change. Only time we embrace change is when we recognize that it's necessary to survive.

In retrospect, we all learned as we went along.

Question 2: Some involvement but comes back to management style. For an organization in stability, a participatory management style is very good because everyone knows what's going on. Everyone takes responsibility for their part of the process. But when you have chaos, it takes a Theory X management approach to make change occur. Management sees the big picture, and individuals don't. You run into problems using the wrong style of management in the wrong conditions.

Questions 3: Adaptability/Commitment: In the short run very little. In the long run, a fair amount. It was incremental. Eventually everything started falling together. The process is not through yet, but again the process is never through.

Question 4: I honestly don't know where it stands here in the office. It varies according to the people. I'm not sure the goals are well defined. They become difficult to identify. If the goal is service, that is well defined. Everyone is committed to service. Long range planning is difficult. It isn't time so much, time that governs how we do things. Situations seem to be driven by brush fires.

Interview #9

Question 1: Pros/Cons: It is hard as a candidate to have definite ideas about reorganization. You talk in general terms: want more bang for the buck, more efficiency, the

system more user friendly. You don't have much access to information prior to being elected to office. After election, my major thoughts about reorganization took about a month. I was interested in ways of making the office run better. There were some things that I wanted to do right away: (1) improve the low level pay situation in the office, which is hard. We are at the mercy of Administration and the legislature. We had to look at creative ways to do this -- one of the things that led to the idea of combining bureaus. We thought filing is filing. We also had a dollar deficit in UCC and couldn't keep the department head. We were juggling a number of balls at one time; and (2) provide better service to the public.

Change doesn't come easy, but I did want to include people, people who hadn't been included in the past. I wanted to get as much input as possible, with the idea that someone had to make the decision. Most people in the past had not been included in decision making. I wanted input and did take it into account, but I didn't necessarily follow all the advice, though I felt that a good chunk of advice was followed. In retrospect I may have raised expectations; some people then felt disregarded in the process.

How we included people in the process is that we talked to people in groups and talked to individuals. We had an open door policy. I like the chain of command, but our door was always open. The idea was to encourage open dialogue. We didn't know whether people would respond -- maybe they would

wonder 'how far can we go?' or would they just tell us what we want to hear. I felt it was healthy and good, bearing in mind that management was the new kid on the block, still getting used to people.

We had a lot of challenges -- we were trying to make changes as quickly as possible. In hindsight I feel our approach was right, however, the implementation might have been smoother but the final product might not have been as good. There are benefits to a more autocratic management style -- things move more smoothly than trying to include people.

I believe that giving people ownership makes sense and pays off. If you order people, they'll do it out of fear for their jobs. There's a tradeoff here -- smoother takeoff with an autocratic style and faster crosstraining, but get a better product if workers buy in -- happier workers and happier customers.

Crosstraining was not accomplished as quickly as we expected. There was confusion about what we were trying to do. Some felt that we just wanted change for change's sake. There were some frustrations along the way because, while we gave people the opportunity to have input, we ran into roadblocks. We would try one way and then almost the same people would be back saying no. I felt we were getting a lot of cross signals from the staff and so got very frustrating/aggravating. We would make several steps forward

but then we'd lose ground. I felt that a good number of people were intentionally fighting change. They weren't supporting the changes. They were looking for ways to stop it dead in its tracks. I did think some days that maybe we did make a mistake but there was no money to go back to the way things had been. Even some customers yelled about the changes. Why did you do this? Why fix something that's not broken? But from the management point of view, it was broken -- it was losing money so it was a good management decision. We couldn't raise fees as the first order of business. That would be bad politically.

We were trying to give good service but that created some problems for staff (e.g., priority service and priority fax service). Fax service started out as an emergency service, but now people use it routinely. I wonder sometimes if we shouldn't have done that. We have to address reasonableness even though we can't anticipate what people will actually do.

Different: I would be more clear on what we expected and what the staff could expect in return. I would say these are the goals. We want your input on how to accomplish them. We will take your input seriously. You won't get all that you want, but you will have had a say. We may have oversold reorganization, and with a staff that had never been included in decisions and a new management, all contributed to the problems. We could have done a better job of explaining how the process was going to work. There was

frustration among the staff at not being treated as they expected. We could have expressed the rules more clearly.

Some of the problems were technical. We had a hard time getting them away from their jobs to train them. We kept on having to push back deadlines. It was spinning out of control. It was very frustrating. But now I am pleased that we stuck it out. We have better morale and as much job security as we can. There is more stability. We've attempted to work with people if they want more training. We're still not happy about the pay level, but we've laid some groundwork there with the Enterprise account and have a basis for arguing with the legislature for office improvements.

I'm glad it's behind us. Government changes much more slowly than the private sector. Usually government reacts. We tried to be proactive as opposed to reactive. A lot of our changes have been to keep up with the private sector.

Question 2: I would hope to include 100% in building of the program and putting the pieces together, but not decision making. I tried hard to get as much input through the whole process from all levels.

Question 3: Adaptability: We didn't adapt as well as we could have. We were overly optimistic about how quickly we could make this change. Management may not have adapted as quickly as well when we saw we had problems. We got wringing of hands from the staff and finger pointing and questions about why in the first place. We needed an attitude of how

are we going to make this work. Some people who should have spoken up sooner sat back and then said 'I told you so' -- it was frustrating. Once we made clear that we were not going back, people became resigned and had to adapt. There were some personnel changes too and that helped. The older staff was not as supportive. New blood is good.

Commitment: Early on there was a great deal of commitment and excitement and anticipation. But, as we proceeded, I felt it dwindle. I watched the pieces fall off the building. But then we regained momentum with staff changes and new people, who bought into the systems. I have new faith in the people in this office. But it took time. We are still fine tuning.

Question 4: Staff involvement is healthy but foreign to government. Open government is good, forcing decisions to be made in the open. Why isn't it just as good to have open decision making internally in government? But government has been run in an autocratic way -- the formal structure is not conducive to involving a lot of people. You must always work through the chain of command.

We should go much further even than the incentive awards. We have to give people pride of ownership, the feeling that this is not just a job, that you have something at stake -- so that people will want to do their best.

Interview #10

Question 1: **Pros:** It did a lot for the office. Combining the bureaus made a lot of sense but the way they did things was typically political (giving positions to their political cronies). I did like some of the things they did, e.g., eliminating overpaid positions.

Cong: They let people go on the day of our Christmas party. Like a typical politician, he stayed away from all this and let his deputy do all the dirty work. They made some mistakes. They changed things too quickly. They should have gotten an idea of how things were working first. They didn't reward the good people. The cost of replacing people was greater than they realized. They kept pushing on and didn't care who they stepped on. They didn't ask the people who knew. They thought they could just put anyone into any job. They didn't think things through.

Different: I would have interviewed people to find out what the jobs were about and what kind of person each was and what interests they had. I would have gotten an idea of the staff as well as what kinds of jobs there were. I would interview people involved to find out what is needed as solutions. I would not try to do too much so fast. In ten months everything changed and was not thought through. It seemed like they wanted to come in right away and change the world.

Question 2: Nothing. They might have talked to some middle managers who probably told them what they wanted to hear.

Question 3: Adaptability/Commitment: They hired so many new people. There was a lot of uneasiness. People were uncomfortable. They kept doing their job, hoping it would work out for the best.

Question 4: The only relationship I could see here was that those people who kissed up got something.

Interview #11

Question 1: Pros: I wanted combining the bureaus because I like the variety. I had the opportunity to do many different things and I like that. Also there was the potential for more pay if the process had gone right which it obviously didn't because two people got a downgrade. We also got away from answering the phones a week at a time.

Cong: It was not so bad that they made the decision to reorganize, but that they hadn't gotten anyone's ideas. They should have told the staff ahead of time and gotten their ideas for as smooth a transition as possible instead of dropping it on them. Also there was no training. Also they needed someone as bureau chief who had knowledge of both systems, that understood both.

I wish things had been handled differently. It could have been better but during the period of change, things

haven't been so good. They are better now. When things did not go smoothly, management blamed the workers -- who weren't responsible -- instead of taking responsibility themselves. I think they would have liked to have got rid of all of us.

Different: I would give the people involved more of a chance to accept the changes. I would give them the benefit of the doubt instead of assuming that, because a few people were against it, that everyone was. I would have handled training totally differently. I would have crosstrained people while the bureaus were still separate so we could stay caught up -- 1 corporate person to UCC and 1 UCC person to corporations, to learn what's involved in the different systems. They could have watched how the systems work. If people are trained properly, they are going to do a better job and are going to feel good about it.

Question 2: The staff should have been involved in the actual handling of the reorganization. It was not appropriate for staff to be in on the original decision but on how to do things smoother.

Question 3: **Adaptability/Commitment:** There were people who fought it, who didn't believe in it and didn't give it a chance. These people colored management's reaction to all of us. They didn't give everybody the benefit of the doubt. Even in the face of no positive rewards, I still have pride in my work. I'm not going to do bad just because they feel down on me. I am not as committed as I once was. I don't care

what they think anymore. Management's attitude is that they don't want us. There is a lot more stress, especially stress about production.

Question 4: If management were serious about involving staff, it would be great. At least we would have had a say. At least they would have listened and maybe they would hear a better idea. I would have better self esteem, I would feel more committed, and I would feel good about coming to work. It would affect the amount of work I do too. I don't have the drive that I used to have. I don't have the same job satisfaction.

Interview #12

Question 1: **Pros/Cons:** I came in after the initial reorganization, but we were six weeks behind in corporate work. It took until the end of the summer to get caught up. There was always a lot of work, and management was not willing to listen to the fact that we needed help.

Different: I might try to be more cooperative, to work with management better.

Question 2: There was absolutely no say as far as employees were concerned.

Question 3: A paycheck provided the motivation. We did adapt. I didn't see staff opposition to the changes.

Question 4: Being involved would definitely affect my commitment. I would feel a part of it.

Interview #13

Question 1: Pros/Cong: There wasn't a necessity to have two separate bureaus, but they didn't evaluate all the work and what had been done. They thought they could do better but didn't understand what had gone before. There was a little bit of arrogance there. "This is our office and this is how we're going to do it." They didn't have that long range vision. They were not professional in the way they dealt with employees. If employees challenged what they were doing, they labeled them trouble makers and took retribution.

Different: I would inform people about the need to register with the Secretary of State. We need better communication with the public, to advise them of the benefits of incorporating etc. We need to generate income. He seems to run the office for his own benefit.

Question 2: There was none. They didn't ask anybody. They had their own ideas when they came in. They wanted to streamline the process, but I don't know who they talked to.

Question 3: Adaptability: The staff knew their jobs well enough to know that the tried and true policies of previous administrations was the way to do things. The way things were

being done was the way they should be done. These people didn't know what they were talking about.

Question 4: There wasn't any staff involvement. Management decisions were made by the bureau chiefs and that's as far down the scale as it went as far as input. We were told how to do our job, not 'here are some suggestions, let me know your reactions.' It didn't happen.

Interview #14

Question #1: Pros: The reorganization worked smoothly.

Cons: None.

Different: I would want there to be better communication, for the whole office really. A better link between the front desk and what the filers [document specialists] are doing, where they are, for instance.

Question #2: I wasn't really involved in any decision making.

Question #3: The staff was edgy at first, right at the beginning of reorganization. But they were willing to try.

Question #4: Management needs to let the staff know better what's going on. They should keep bad attitudes out of here. I notice that one person's bad attitude can infect the whole office. We need a bitch session (back to better communication). We are not a big office, but we have such big communication problems.

Interview #15

Question 1: Pros: It brought people closer together. When the bureaus were divided, it seemed like a competition between the two. Reorganization put us all on more of an even keel. We were more of a group working together. The combined department is a good department.

Cons: We lacked communication at the time. We were going to do it this way and no ifs, ands or buts. It was to be management's way or not at all. I didn't feel the employees had much to say about it. I haven't seen some of the results they talked about, like changing the file room.

Different: Staff meetings are a good step in the right direction, but we need to know what goes on in the management meetings. Lack of communication in that office is a real problem. There seems to be an attitude of 'people don't need to know.' It makes it hard. I do think we do a tremendous job. We turn out a lot of work and that work is good work. We need to give ourselves a pat on the back.

Question 2: It was an executive decision that was made and dumped on us. We took it or left.

Question 3: Adaptability: I think we adapted quite well. I was quite surprised that we were able to change over without as many problems as we could have had. On the whole everyone grasped their job pretty well. I think we're pretty well adjusted. We've done a good job of adjusting to all that's

gone on, especially since we don't have the most modern equipment or the best working conditions.

Commitment: I did feel committed to the changes. We worked well together diligently to bring this about and prove it could be done.

Question 4: There's not any relationship between staff involvement and commitment right now. It's all down hill. People are feeling less committed to their jobs. We're losing it because management doesn't have the best interests of the employees at heart. There are so many outside interests that take precedence over what should be going on in the office.

Interview #16

Question 1: Pros: The reorganization was good because management was attempting to improve. They were trying to make things better, but they didn't know what they were doing.

Cons: They didn't have anybody with any experience that knows what they're doing in an office situation, especially a small office like ours. A lot of people have been there so long and have more knowledge, but management is not interested in listening or taking what they have to say into account. People don't like the way management does things, but they can't leave. There are no jobs to go to. It's like management doesn't care about the people as long as they look good. They don't care about their

people at all and that is bad in a small office. Management sets the tone and then people start backstabbing each other.

Different: I would listen to what people were trying to say and be a little more open minded to staff, not just to management. And no matter what was said, I would try to work with the staff. We have a need for more office courtesy. it always improves something.

Question 2: For basic staff, there was no input.

Question 3: **Adaptability/Commitment:** With time, the staff dealt with change as well as could be expected. Management wanted it perfect right away and didn't work with the staff. Some people don't want change, but they tried. It is stressful when things change, but management needs to help. The staff was committed. They were trying, but they needed help. It would have been better if management had been positive and helpful instead of breathing down people's back and saying how bad you are. They came up with the idea, and it was going to work no matter what.

Question 4: If management were truly interested in involving staff and listening to them, it would make a difference to me, but I haven't found where they've been really sincere about anything. It seems like they do things for political show.

Interview #17

Question 1: Pros: We needed the phone room. It worked out well. It was a positive change.

Cons: None.

Different: Nothing.

Question 2: We got to talk about what we needed. They listened, and we got most of what we needed. We were involved as far as our bureaus went. They kept us pretty well informed. It worked well.

Question 3: Adaptability/Commitment: We adapted pretty good and commitment went great.

Question 4: I felt more open minded because I was involved.

Interview #18

Question 1: Pros: There were two distinct entities filing business documents and the people were treated differently. There was a pay disparity of over \$10,000 in certain instances. With two separate groups of people, management of time was much more difficult. We wanted to be able to treat people who were doing similar functions more equitably. We wanted a better ladder of upward movement. We wanted more consistent service to the public. With a larger pool of crosstrained staff, we could plan work better. We were trying to let the documents specialists be more professional by

moving duties to more appropriate areas like the phone room and by providing computer training opportunities. We also simplified the public's vision of this office. There was one place to call about filing documents, no matter what kind of document.

Cons: We tried to impose change on an organization that doesn't embrace change. In government the atmosphere of stability is what attracts people. It took an entire year of my time to sell this product (reorganization). I couldn't do other things to advance the office because of all the time this took. We were trying to allow for an employment ladder, but some people perceived their jobs as segmented and more boring.

Different: The pros so outweighed the cons that this was an easy management decision. We substantially underestimated the time it would take to sell reorganization. It had good effects -- more flexibility, decreased turn around time for documents. I feel that reorganization would have been forced on us by the legislature anyway. We need to protect what we have, to continually review, plan strategy, and continue to provide services. The level of salaries generally is substantially higher than it was previously. We will continue our commitment to get people in reasonable salary ranges.

I would have delegated implementation more fully to the bureau chief and overseen the bureau chief. At one point it

became obvious that I would have to do this project. I should have spent more time with the bureau chief making sure she was solid on the proposal. I should have been more willing to pull the plug on the bureau chief when it wasn't working out. Instead I added a new opponent with the rest of them. Perhaps I should have held a two-day session with the bureau chief saying this is what we're going to do. If you have a problem, we have to talk. I didn't have her full support.

Question 2: There was somewhere between adequate and too much staff involvement. I spent a huge amount of time discussing, planning and selling and working with individuals. I had a number of meetings from individuals to bureaus, question and answer sessions. I took suggestions and recommendations. We had a lengthy planning session. I fully believe in it. Having everyone on the same page is important. Someone has to make the decision. You can't decide by committee, e.g., whether to have the phone room or an assistant bureau chief. When go too far involving staff, it is almost impossible to gain consensus. One of the most important mistakes in the reorganization was doing it indecisively. You can't do it indecisively. You have to change in dramatic fashion. We were so open that people felt that anything they wanted, they could get. This was true only within certain limits, and they didn't know what the limits were. They wanted the phone room but didn't want fewer people. It wasn't realistic. You have to be saving time by

eliminating phone answering so had to have some extra time to cut down the number of bodies. It was my decision to decide the number of bodies and how we were going to allocate time. Here's where we ran into staff expectations. The fundamental thing about being a manager is that everyone you work with is your best friend until you make a decision they don't agree with. Then you are the boss and they hate you. I don't take it personally. It's part of the professional role.

Question 3: **Adaptability/Commitment:** Staff adapted once we got their commitment to the plan. It took a year to sell the plan and get commitment. I didn't realize how resistant on nonlogical grounds the staff would be to the whole concept of change.

Question 4: You have to be very careful not to let staff feel it's their plan or they think they can do whatever they want. Management has to temper that with reality. This is what happened to us. Management is responsible for the goals but involvement is crucial. It is stupid as a manager to say 'this is what we're going to do so go ahead and do it.' That is folly. The disadvantage is that it will take a lot longer to implement. My style leans toward too much staff involvement. The only other way to go about it is not to have management, like Microsoft.

Interview #19

Question 1: Pros: It was meant to be more efficient, to better use time and personnel, mostly because of the smallness of the office. The number of personnel kept decreasing over the years so efficiency was part of it -- trying to save office money with one less bureau chief.

Cons: I was afraid of UCC. I was thrown into a new realm and was not feeling confident. I got negative vibes from everyone. I felt that the staff was trying to make it a failure. I didn't know whether they were trying to make the plan a failure or me a failure.

Different: I don't think I presented the idea well. I didn't have a clear idea what the big plan was in order to be able to convey a positive feeling about it. And maybe I hadn't bought into it 100% either. Maybe I hadn't gone at it gung ho 100%. I never had a clear picture of what was expected of me, of anyone else, and of our goals. 'Get it done and get it done now' was the way it was presented to me, that kind of pressure, and I had to pass it on to the staff. I don't have any answers. Would explaining my frustrations have made people feel they weren't alone? But that's not me; I am a private person. People thought I didn't care, but I care too much.

Question 2: There was a little of both -- I was in on the planning, but it was also presented to me as a fait accompli.

I was included in some of the thought processes to the point of probably being asked if I felt comfortable doing this, and I probably said yes. I wasn't the instigator, but I went along with it. I was probably made to feel I could handle it and do as well as I had done with corporations. When I first got there, I had to do a major revamp in corporations. Therefore I felt confident I could handle it. I had the same commitment to making it a success but not the same personal time to spend.

I felt I was left out of the communication loop too. There was not enough staff input up front before the decision was made. There were so many bad feelings about it that they didn't feel like putting it to the staff at all beforehand.

This reorganization was not well thought out. Management was not in control, and the staff knew it. It was not well managed. That's why it took so long.

It feels like being used rather than having input in planning. The staff had input but what was done with that input was nothing.

Question 3: Adaptability/Commitment: Adaptability came easier than being committed to it. Yes the staff adapted as well as training and management would allow, i.e., the fact that people felt pressured by me and it was there. There was a filter down effect there. They weren't committed at first but it did come, over a period of time, grudgingly, in a hidden way, not in a real positive way. Maybe it wasn't a

real commitment, just 'I have to.' Through the whole thing, what I felt from the staff was 'I have to do this. I don't want to do it.' It goes back to my own negative feelings toward the reorganization, toward the idea. I would have felt a heck of a lot better if I'd had even a month's time to do the document process, to get familiar with the UCC process. There was no opportunity for me to analyze what was needed to make it work. That's probably why it was so hard for me and everybody because we weren't saving any steps. We were just doing the same things. 'Well, that's the way we've always done it' is no answer for me. And there were things that could have been done differently then, not three years down the road. Any reorganization needs to be not doing things the same way forever and ever. It's a changing of way, a change in the methods, in the ways you do it and that didn't happen. Reflecting back, it was harder than I thought it was going to be. I felt undervalued. It got to the point where I didn't care anymore. Nobody cared about me so I wasn't going to care about them. I got convinced that it was all my fault, and management reinforced that.

Question 4: Yes there is a relationship but management has to take the initiative to have ideas up front. Management has to have ideas well thought out before they present them to staff.

Interview #20

Question #1: Pros: To provide the ability for
crosstraining and to cover for people in absences.

Cons: Lack of communication from
management. Nobody really knew what was going on. Things
were promised, and those promises weren't kept. I didn't feel
enough involved in the planning, therefore I didn't really
understand the big picture. Little memos were sent out --
these people are going to be doing this, and that's the way it
was. There wasn't enough help to provide crosstraining
that was needed. We needed temporary staff. When doing a
major change like that, you couldn't train fast enough because
the daily work had to be done. It took two years to train
people on one side or the other.

 They tried to make the switch too fast. Everybody was in
training. It would have been better if it had been done maybe
in stages, like the phone room first because they'll have to
have info on both sides, so cut them loose first. And then
one UCC person to corporations and vice versa. There was a
lot of work that the filers [document specialists] were doing
that the phone room was doing now.

Different: (1) More communication with people
actually involved on how the process is going to work.

 (2) Plan out a timeline, i.e., start out with the phone
room -- get that going and then take two at a time to

crosstrain (instead of taking two years to train), and have a realistic idea of how long you are going to take in each phase. Train the trainer -- let Florence get up to speed in UCC.

(3) During the planning process, allow people to have more of a buy-in.

(4) And have more training, i.e., on the new computers (PCs), not just the mainframe, so people understand what they are doing on the computer.

Better communication and more training and better planning!

Question #2: I was not really involved. There should have been a series of brainstorming sessions for everyone -- not just ideas, but also how to do it.

Question #3: Pretty small adaptability and commitment. Yes -- I felt undervalued, yes -- I had low morale and low job satisfaction, and yes -- I felt low self esteem and increased stress.

Question #4: There is most definitely a relationship. There would have been a 360 degree shift in attitude. There was no pride at that time.

APPENDIX B

INTERVIEWS -- ROUND 2 (conducted October 1994)

QUESTIONS:

1. The first round of interviews recorded the experiences of 20 people involved in the bureau reorganization from 1989 to 1990. In those interviews, the following 12 concerns predominated. I would like to know your reaction to each of these concerns as I read them to you one by one.

(1) Top managers felt they underestimated the time the process of reorganization would take.

(2) Top managers felt they underestimated the extent of staff resistance to change.

(3) Top managers felt they should have been more decisive in implementing reorganization.

(4) A minority of top managers believed that top management had not involved staff enough in the pre-decision process.

(5) A minority of top managers believed that top management had involved staff too much, resulting in too much time spent trying to sell the plan, and too much top management involvement in implementation.

(6) Middle managers believed that top management need to communicate expectations and feedback better to staff and middle management and earlier in the process.

(7) Middle managers believed that top management needed to better plan the reorganization in order to give middle managers enough time to prepare for implementation.

(8) Middle managers believed that top management should have planned better so that everyone wasn't in training at once.

(9) Staff perceived that the reorganization was not well planned or thought out by top management.

(10) Staff believed that they were not at all involved in planning or decision making about the reorganization, and that their input during implementation wasn't considered seriously.

(11) Staff believed that top and middle management didn't care about morale and didn't support or appreciate staff efforts.

(12) Staff believed that crosstraining should have been implemented before reorganization, so they could keep the work caught up while being trained.

2. Do you think that more or different staff involvement would have had an impact on these concerns?

3. Has this interview process affected your feelings about the reorganization at all?

Interview #1

1. (1) It seemed like they were trying to cram the process down our throats. We felt tense and pressured and stressed out over having to learn something immediately. We didn't have time to ease into it.

(2) They treated us like we were robots and would just go along with the whole thing. They didn't ask for input.

(3) They didn't have really concrete things. They'd change things at will. 'This is what we're doing today; maybe we'll do something else tomorrow.'

(4) There wasn't any, was there? I don't remember any.

(5) I didn't know who we were supposed to be listening to. There was too much input from some people.

(6) Yes, that's true.

(7) Yeah, because some of the stuff it was hard to understand what they were doing. When they were doing the reorganization and training people like me for corporate work, one person would train me one way and then another person would train me another way.

(8) That's kind of what I just said. They didn't take the time to train us.

(9) Yeah, there was no organization really. The people who were supposed to be directing us were talking about each other. They did not have a consistent plan.

(10) Right. They just told us how it was going to be. They just said, 'do it'. And they never asked all of the staff for input.

(11) They didn't; they didn't care what effect any of it was having on us. They used threats and intimidation to try to achieve their goal instead of working with us.

(12) It was really hard on new people. They should not have tried to train all at once.

2. I don't think it would have made any difference with this management. I don't think they would have listened to us. They still would have done what they wanted.

3. I don't think it has because I'm so bitter. I can't let it go.

Interview #2

1. (1) I agree.

(2) Yes, it's a natural human tendency to resist change. And for long term staffers it's especially natural to have resistance. They feel threatened. There aren't a lot of jobs out there. You get comfortable with things. You feel secure. When someone comes and rocks the boat, you feel threatened. It's a natural reaction. People will resist change unless they feel a part of it.

(3) Yes, if they had had a long term plan or timeline for implementing a more organized approach that included getting

input from the people who actually have to do the work, they would have been more successful and could have foreseen the problems. They have a tendency to get the cart before the horse. They should plan before they act.

(4) I agree. It all goes to the planning. If they had had input from the staff, they would have been better prepared.

(5) There are appropriate and inappropriate times to get the staff involved. You can tell how little management experience they had because at certain times they did spend too much time getting input. At certain times some people were going in every day. There was a sense that favoritism was shown as to who could participate. Staff involvement should have been done as a group thing.

(6) Yes, and if you have middle management sold on the plan, if they're behind you, they will sell it to the rest of the employees. You can tell if they're not real thrilled by it, by their body language even if they don't say anything.

(7) Yeah.

(8) Louise's style of training always was 'by the seat of your pants'. But some people don't do well with that.

(9) From the classes I've taken, I know it's a real thing about input. I mean look at the Japanese. Their employees have input, and they stay at one company all their life. And job satisfaction is very important in employee's productivity too.

(10) I've already answered that.

(11) People tried, some more than others. And some were rewarded more than others. And people notice that and it brings dissension to the troops.

(12) I agree. It shouldn't have been all or nothing.

2. Yes, more employee input at all levels -- before the decision, in making the decision and in deciding how to implement it. They weren't in touch with how unhappy people were. It made you feel they didn't care.

3. Yes, talking about this helped me let go of some of the resentment I still felt, and knowing that management will see this and be more aware of how we felt.

Interview #3

1. (1) I am in complete agreement with that.

(2) I agree. I think there was a lot of resistance. People weren't in agreement with what was being done. Maybe it wasn't resistance so much as that they didn't have our support. I suppose because we were not more involved in the decision making.

(3) I don't agree. I disagree wholeheartedly. Not all areas need that much change. And they don't all need such dramatic change. It just shows their lack of management skills.

(4) I am in total agreement.

(5) I am in total disagreement.

(6) 100 percent agree. Yes.

(7) I agree with that. I really do.

(8) Yes, right. Everyone must have been in complete agreement with that.

(9) Right.

(10) I agree. They didn't want any input from us. They were close-minded to anything we had to suggest. Anything we suggested they viewed as opposition.

(11) I am in total agreement.

(12) Right!

2. Definitely I do think that more staff involvement would have been good, before the decision making, during the decision making and after, during implementation. Our input could have been beneficial. We had a lot of knowledge and expertise. Many of us had been there for a long time and could have helped them a lot.

3. It gave me insight into things that before were just making me plumb mad. I have been able to think through these things.

Interview #4

1. (1) Very definitely.

(2) Yes, because they didn't understand the need -- the human need -- for involvement in things which concern them --

involvement before the decision is made, involvement in the decision, and involvement in how the decision can best be implemented.

In addition, they didn't understand the human need to mourn the past when things change. This is a natural process and shouldn't be feared. Denial-resistance-exploration-commitment. People need to be allowed to progress through each of these stages.

(3) They did make the change decisively and dramatically. They dropped it on people like a ton of bricks.

(4) I quite agree. There was none.

(5) I don't agree. They may have spent too much time, but that was because they didn't brainstorm with the group together. They operated piecemeal and in isolation and didn't get back to people after their input, so people felt their input was ignored. There was no feeling of being part of things.

(6) Yes! Management didn't understand this.

(7) Yes. They should have given Florence a chance to get to know and analyze UCC. It was always a weakness that she didn't know UCC.

(8) Yes. Slower more systematic crosstraining would have been good. It would definitely have been an improvement.

(9) Yes!

(10) Yes!

(11) Yes!

(12) This would have been a good idea.

2. Yes, staff involvement would have made staff feel more a part of the process. They would have had some stake in its success. The whole process would have gone more smoothly with much less stress. People would have been happier. The process wouldn't have taken so long. Management would have been more effective in achieving its goals.

More staff involvement at all levels would help any process. It always should be part of the modus operandi. It's like being an active participant in a democracy; you need to be an active participant in planning and decision making at the work place.

3. My thinking has expanded as a result of these interviews to encompass a more complex reality. Not everyone wants to be in on decision making or even thinks that is the worker's place. Some people, while agreeing that staff involvement increases staff buy-in and commitment, also feel that it's not appropriate for all situations.

Interview #5

1. (1) Yeah, ha ha ha -- but they all do that. No matter who, they think they are going to set the world on fire.

(2) Yes, probably so. If things are going all right, you hate to have them make too many changes.

(3) Yeah, but when they come in as greenhorns and don't know anything about it, how can they make all those changes?

(4) Most of the time we don't get to decide. They just tell us what's going to be.

(5) The top is mostly figureheads. It's the bureau chiefs and staff that are doing all the work. I've seen them walk by and say everything is just great, and it wasn't. This concern doesn't make sense.

(6) I'd say that was a mouthful!

(7) A lot of the old ways were still good. But they were all younger, and the young want to do things in new ways.

(8) Terrible! The old person leaves one day and the new person comes in after and hasn't the faintest idea how to do the job.

(9) Everybody that does a job has a different viewpoint.

(10) Of course they never asked me. Even when I said something, they didn't care.

(11) There was certainly a lot of tension!

(12) Yeah, well, they don't give people enough time to learn.

2. Sure, especially with training it would be good to have more staff involvement.

3. Yes, it makes me glad I'm retired!

Interview #6

1. (1) Yeah, I agree with that.

(2) Well, yes and no to that. There wouldn't have been as much resistance if they had done it differently. They just came in and said we're going to do this. Of course, there would be resistance when they just about knocked people down from a grade 12 to a grade 8. They should have decided the grade beforehand. They should have had that all worked out with Administration. They expected us to do everything at once. It was a very poor way they managed.

(3) I agree with that. Lack of decisiveness is what caused the problems. They should have taken the initiative, not left it to middle management.

(4) Definitely. This was a major problem. They started talking to me the first couple months and then they left me out. They told me they were trying to upgrade everyone. They were going to crosstrain people before combining the bureaus. I felt betrayed because nothing happened that they told me was going to happen.

(5) What?! Where was the staff involvement? I must have been gone that day.

(6) Yep.

(7) She didn't take the initiative during that lead time. How many months do you need? I think she thought things would

go on the same as before. She didn't fight for an upgrade for us, and part of that is probably because of the resistance.

(8) Yep, and that's what they initially said would happen. Upper management intended it, but middle management had no intention of crosstraining.

(9) I disagree. I don't think management changed things too quickly. They talked to me and Florence for months. We were supposed to have started training before combining the bureaus. They tried to get input.

(10) See, and that's wrong. Management told middle management to involve the staff. Doug asked me to talk to my bureau at least three months in advance and get input (but management was so new that no one was going to raise a lot of objections).

(11) That's partly true. Once we combined bureaus and there was so much negativism, that really upset them. All they heard was complain, complain, complain. And they put up a barrier right there.

(12) That was part of the original plan.

2. I think it would have had a definite impact. The bureau chiefs should have gotten their bureaus together separately and then both bureaus could have met together and talked about their concerns. Because there was bitterness before between the bureaus, it would have been good to get them together. And then it would have been good to have a third meeting together with Doug to present concerns. People would have

felt involved. The transition would have been smoother. People would have supported it. They would have felt a part of it. It would have been a whole new ball game. But that's not the way it worked.

3. No. It hasn't affected me one bit. I feel so strongly about this.

Interview #7

1. (1) I wouldn't have any information relating to that. I felt they were teaching people to use new equipment (the computer), and they were new on the job too. They did the best they could. Their help was trying to cooperate. When a new administration takes over, they like to change things.

(2) I thought you were cooperating. If you had resistance, it was a quiet one.

(3) They were young. They were enthusiastic about their attitudes. And they have a right to trial and error.

(4) I feel that's a management decision. If they wanted to include them, that would have been OK. It would have been more ideas, but some people may have stolen the show from them. But they were the ones elected. We were there to serve them.

(5) You can involve the staff too much, I think. But if they are just asking for input, that is good. If the plan doesn't work and they spent too much time asking, it's still

OK -- it's worth a try. It's not life or death if it doesn't work out.

(6) OK -- for qualified people, giving advice is good.

(7) OK. They were enthusiastic and sometimes when they are like that, they push, and that put a lot of pressure on Florence. I think considering their age, they did the best they could. They were learning too.

(8) A video would be a good way to train. This is good to evaluate how they did things. I think they did the best they could.

(9) OK. Their rapport at first was very good. They were worried about being behind. You all tried to be cheerful.

(10) You know, has your mom ever said, 'I don't want your bellyaching. This is what we're going to do.'? They're the ones elected. If they ask your opinion, fine. If they don't, that's OK too. It's OK to give input on how to implement, but not if you want to change their basic idea. You don't want to steal the show from them.

(11) I won't agree with that. I felt they were too busy. They were also very young. They didn't know everything. The birthdays, the Santa thing, the dinners they had were all about morale. I think Doug and Mike should have come in to Florence's meetings. I think Florence could have planned her meetings so that, for instance, other people could have explained new things to the group. So that the whole ball of wax didn't rest on her shoulders.

(12) Videos on office communication and videos explaining the procedures would be good for training. New people could take them home and study them.

2. I don't know if I'm qualified. I think if Doug and Mike had come into our staff meetings, they could have explained things and asked for input. But sometimes the staff is wary of giving comments. But if they still wanted things their way, we should do it their way.

3. My effect was a long time ago.

Interview #8

1. (1) Definitely.

(2) Probably. I think it was naivete. We assumed we could jump in and take exciting new ideas that make sense. We didn't realize that people didn't share the same vision or goals that Mike did.

(3) That's a tough one. It's a combination of suggesting when the decision is made and how it is carried out. If the suggestion is not decisive, it's a question of compromise. As you go through the process, you should keep on adapting to what people are concerned about. There's a high frustration level trying to make everyone happy. In the process of change, you need to bring together the group to sell the idea, to share ideas, to chart the direction and then just do it. If you are decisive before, the resistance is greater. If you

are decisive after when you have agreement, then go for it and those who disagree will just have to drop off. Decisiveness is tough, based on what point you choose to be decisive.

(4) Yes and no. I guess that was one of the problems. But it's human nature to disregard things when we are not dealing with them directly. Sometimes preparation doesn't kick in until it's too late. It's a two-way street. Management could include people more, but people have to take responsibility. They have to say 'Yes, I will participate in the process'. Some don't participate because they don't want the change. It's like the hearings on rules. Later they say 'I didn't know this was going to affect me like this'. You have to sell the idea; make the idea part of everyone -- letting them help shape and mold it. Some people will be concerned, but many won't until it's too late. Some changes are driven by external forces that some people won't understand and some don't want to believe. It's hard to sell an idea if people don't want to understand.

There's a problem with letting people know. Political sensitivity makes it hard to tell everything. There's a delicate balance between fixing and preserving. There's a real risk in how much you explain what you're doing. It's a major problem if you have developing information, as to how it all fits together. It's a dilemma of the management situation. There are risks on both sides.

Often it's not a clear picture. It's a judgment call that has to be made every time. You have to be sensitive to people and to the organization, to protect it from outside attacks. It's a balancing act.

(5) I think there is really an immense amount of frustration in the process of change. It is extremely difficult to handhold with people who are opposed to change. So how do you distinguish between constructive and destructive people in the process of change? And how do you keep people from flipping from positive to negative? When you have negative people, you end up wasting a lot of time dealing with wrecks and people sabotaging change. How do you know when to cut your losses, and how much to keep the pressure on for people to participate? If you let the process control you, it gets totally ridiculous. You have to keep your eye on the goals and keep driving the process forward and not dancing for every one individual, and it will be fine. The toughest question is when to draw the line. 'We've talked about it; now, let's do it.'

With respect to the change model, the question then becomes how long to stay in that resistance phase. How do you know when to get off center? It's frustrating to deal with people who don't see the necessity for change.

(6) Yeah. This parallels what I talked about earlier. It all requires a delicate balance and is almost contradictory too. No one can disagree with communication, but you have to

worry about what is communicated and whether it is helpful or will cause panic. About participation, it is contrary to tell people what's expected. You may not know. You are sort of fishing for it. And then you've somehow got to coalesce participation and turn it into action. The participatory process must be productive. You can't let participation turn the direction away from the ultimate purpose. You're only entitled to be wishy washy a limited amount of time.

The other component of this process is how much participation and from whom. When you talk about participation, it depends on the level of skill and understanding that people have. With highly skilled people, you can have high participation. With lower skilled people, you need more direction. In a mish mash, you hit needs at different levels. Yeah, this is both good and bad. You can get resentment -- 'I had a great idea and you didn't use it'. And if you don't tell them, 'Why did you even ask if you're not going to tell me what you're doing'. But yeah, it's part of the validation process of your worth as an employee.

(7) I think that's basically a feeling of resistance to change. It may or may not be true, but the fact is how much planning can you do? What time is the right time?

(8) In some ways training is like going swimming. You make all kinds of preparations, but at some point you have to get in the water. At a certain point, you just have to make it happen. The same anxiety will always be there, no matter

how long and how much preparation. You just try to give people enough training so at least they can tread water if they are in over their heads.

(9) A lot of the feeling of it not being well planned is just perception. We were fine tuning throughout the process. Anything that is not decisive seems not well planned no matter how well planned it is. There are always going to be adjustments.

(10) A lot of that had to do with the fact that people didn't perceive that now is the time to step up to the plate. They didn't realize it when they were asked to participate. No matter what you do, people will feel alienated if they don't think what you're doing is right. It has to do with selling the change process. People will always criticize what they don't understand, and change is hard to understand.

(11) I think that one is totally false. It's just that people didn't understand that there was real frustration on all levels.

(12) Well, that gets back to my swimming example. At some point you have to have cutover time. You just have to do it.

2. No, the concerns would still be there to a greater or lesser extent. Maybe people wouldn't have felt as angry. But all the aspects of change are going to be there, no matter what you do different. Every one individual has to decide when to step up to the plate. It's the responsibility of the

individual to say, 'I will deal with this situation. I want to make this work. This is what I need' (more training, for instance).

3. It provided some opportunity for reflection back on things I hadn't really thought about for awhile. It brings to the surface all sorts of thoughts. Hopefully we are not always going to make the same mistakes. You hope that you learn something.

Interview #9

1. (1) I think we all did. I agree with that. You have to factor in more time for even the smallest change. At the time we felt that we had the talent and training and could go fast on the changes.

(2) Yeah. I think we did underestimate that. We were fairly new. I had sat down with almost everyone and wanted participation -- to know 'what is your attitude toward change'. I probably didn't factor in that people might be telling me what I wanted to hear. I went in with the idea that we had done a good job of talking to people and that the attitude was good. So, when concerns developed, it took me by surprise and even made me angry.

You have a honeymoon period with the legislature so, if you want to make major changes, do it fast. We felt we needed to move fast. We didn't understand the change curve. It was

very hard, very frustrating. It looked like people were intentionally not supporting us.

We tried to move cautiously. We made fewer personnel changes than usual for an elected official. We kept a lot of personal staff. We wanted continuity. From my perspective, it felt like we were bending over backwards to be inclusive and friendly. I felt people were not appreciative. They were critical but not up front, almost as if they were trying to sabotage us.

(3) I thought the change itself was pretty dramatic, almost too dramatic. We maybe could have been more decisive in implementing the changes.

(4) I thought we had. I believe we talked to just about everybody. Obviously we had to sell this to middle management first. I thought we had designed a very methodical approach. Somehow we may not have done such a good job. Our intent was to be inclusive. I believe the chain of command is important, but ours is loose. Try to go through it, but if you can't, I am always open.

We understood that the people in the office were not used to being involved. We wanted to involve them. We knew to go to the people doing the job. We thought maybe we had given them too much change at once. But we felt we had to take advantage of the honeymoon period with the legislature.

(5) Yeah. Maybe this gets back to the point that you can have input, but someone has to make the decision. We were

easily persuaded to postpone deadlines. Maybe we should have been a lot more firm.

(6) I think we did that. That obviously was our intent. We went into the process with everyone. We included everyone and had gotten initial reactions. 'People, this is what is expected.' We could probably even show timelines. But we were too flexible and that may have led to some problems. But I don't think that was a big problem. We attempted to do that. I believe we did say this is why. It was part of the plan to tell why to prevent confusion. I'm not sure how much more open we could have been. It's been frustrating for me. People's actions were different from their words. This is important, but we attempted to accomplish that. But maybe our words weren't making sense. We will justify why we end up doing what we're doing, but you've got to let us know if it's not going to work. Maybe we didn't articulate our expectations as well as we could.

(7) Yeah. That goes back to not anticipating and allowing enough time.

(8) Yeah, but I'll tell you there were people who fought the training thing. They just didn't want to be trained. Again we were too flexible. Maybe better training would have made a difference. Maybe our plan was too aggressive in getting training, but some just fought it.

(9) I disagree. It was planned and thought out properly. I admit we needed to give more time to the process. Maybe if we had allowed more time, people would have understood.

(10) I totally disagree. There is no basis for that. We came up with the concept and we discussed that concept with everyone. And until we felt we had a consensus, we didn't implement.

(11) Morale was so important. We tried a number of things to keep morale up. We had a more open door policy, we issued door keys so people could come and go. We did a number of things that showed our good faith. We thought we could be up front and at the same time get the job done.

(12) Again, maybe this is very legitimate. Maybe we could have done a better job of training. Maybe we would do it differently. But it's interesting -- we went around to a lot of people asking how to do things better. We came up with the phone room concept, and then we got complaints about that. People missed the diversion of the phones. It was frustrating -- we were told one thing and then all of a sudden, people were angry. Whoa! What we did was a direct response to input from staff. We got mixed signals.

2. I'm a believer in staff involvement in these things. We all need to do a self-examination on how we do things. Some we do well and some not so well. In a real large agency, you can't do what we attempt to do. But we're not real small

either. We're kind of a funny size, but I still believe in trying to involve people. I believe in input.

Maybe part of it was that we were also making other changes, like fax filing and priority service, as well as combining the bureaus. There was more to learn as well as the training, and all of that probably increased the stress.

We all learned as a result of going through this. You can always figure out ways of doing things better. But someone has to make the decision, and you just hope that when you make it, a majority of people will have signed on.

3. I've learned a substantial amount. I've gone through this process too. I've learned more about dealing with people. It won't be the last time I've gone through something like this. I'll continue to identify where we fell short. Hopefully, this has made me more sensitive and open than maybe I was. It's made me better prepared to deal with almost any decision and live with it. I'm glad you're doing this.

Interview #10

1. (1) True.

(2) Probably true. I hesitate because I can take it both ways, whether that caused their problems, or whether if things had been better, there wouldn't have been so much resistance. They didn't do anything to gear for it.

(3) I disagree. I know that's how they did it and it wasn't good for the circumstances. The changes were good in the long run, but they should have taken more time to plan and look at the whole picture.

(4) Exactly. I agree with that concern.

(5) Maybe they were talking to the wrong people. I didn't feel involved at all.

(6) I agree with that.

(7) I agree.

(8) Yeah, like the team building concept -- maybe small groups to work on how to make the change.

(9) Yep.

(10) I agree. It sounds like some of the same concerns were across the board.

(11) I agree.

(12) Yeah. That was true.

2. Yes, I think that's true. They didn't talk to everyone. Talking to different people would have improved things. I would have felt part of things instead of just one of the people wondering what was going to happen next.

3. I appreciated it. It gets you thinking. Everybody is a person. We all have to work together. I felt downgraded through that whole process, and there's no reason for it.

Interview #11

1. (1) I agree with that totally.

(2) They probably did. They are right there.

(3) I don't really know.

(4) I agree there. If they would have involved the staff more, there would have been a smoother transition.

(5) I don't agree with that because they didn't involve the staff. They did what they wanted to do. If they had tried brainstorming, it would have been great. They don't have to use all the ideas.

(6) I agree with that.

(7) That's true. I agree with that.

(8) I'll totally agree with that. That was my idea from the beginning. Train one at a time so the whole bureau is not in a mess.

(9) I agree with that.

(10) Yes, that's true.

(11) Boy oh boy, 100 percent! There is no doubt as far as I'm concerned. They weren't supportive of us at all. They just wanted us to take the fall for a plan that didn't work.

(12) Oh, yeah!

2. More staff involvement would have made a difference. They could have gotten more of an idea of what was going to happen. If they'd involved us more, it would have been easier.

3. Well, it's made it so I can get some of my feelings out, and I'm glad to know that management understands.

Interview #12

1. (1) It definitely took a lot longer than they planned on.

(2) Yeah, they definitely underestimated the amount of resistance. Part of that had to do with personal emotions about the way things were done.

(3) I don't know about that.

(4) OK. The employees didn't have any say in it.

(5) I don't know how long it took to get it going.

(6) OK. That's what they should have done. I don't think that's what was done.

(7) Well, of course I didn't know what the old ways were.

(8) They didn't train everybody at once because Tana was left out of corporations for quite awhile. They never follow through with training. It's probably a major weakness in all kinds of businesses.

(9) I don't know.

(10) I agree. They're going to do what they want.

(11) They weren't concerned about morale. All they cared about was output, output, output.

(12) As far as crosstraining is concerned, I'm for it. In fact, I think more of it should be done.

2. Well, I think if you've got involvement, they feel more a part. And if they feel part of it, they're going to open themselves up and give suggestions. Without any say, they feel left out, and their morale is going to suffer.

3. Oh, I don't know. I don't believe so. I'm more aware of things that are happening, but other than that, no.

Interview #13

1. (1) Yes, I perceived Top Management coming in gung ho and not grasping the reality of a government office -- how quick they wanted things to change and how quick they actually would change. It takes three to four years for good ideas to be realized. If they think they can make major changes in six months, that's pretty unrealistic.

(2) Yes, I think that's very true. When a top administrator comes in and insulted the intelligence and the number of years people represented. It goes back to the fact that these guys thought they knew what they were doing, that they knew everything about running this office.

They had a lack of empathy. They came in with nothing invested. They had disdain for the staff that had investment in the way things were and that didn't welcome change and that needed a period of mourning to make the change.

(3) This is waving your own flag and patting yourself on the back. Things shouldn't change in dramatic fashion until

you've got the thing up and running. Then make a dramatic announcement. It's kind of putting the cart before horse. What if you don't make the deadlines?

(4) Exactly. They do not know how to communicate with the people actually doing the work.

(5) Yeah, right. The person at the top has to be able to delegate authority, and then step aside and let people go.

(6) Absolutely. This is a legitimate reason for complaint. Why are we being left out? This might be fairly typical of most state agencies.

(7) Absolutely. You have to find a middle ground when things flow together, the new and old plans. There has to be a period of time where they run together equally. Again it's the people doing the work who have been left out of the wheels of the process. Don't make dramatic change. Progressive is the key. Continually move forward. When the wheels squeak, slow down then and check with everyone to see what the problem is.

(8) You can't let loose of all the reins at once. You should train in stages because the work flow has to continue. Putting time frames on projects is detrimental. Set a goal but reevaluate it periodically and maybe make a more realistic projection.

(9) Obviously this is the feeling the staff would get. Management sets deadlines that are not realistic and the people at the bottom have to pay for it. 'You people are not

doing the work.' If you can't have constructive criticism, then don't say it. Everyone has to feel that their input has value. Management should say, 'It's part of your job to complain. At least once a month tell us what's wrong and let's make this thing work.'

(10) Yeah, well that's typical. You've got to build the program from the bottom up. It's a flaw of most businesses. Why IBM was so successful -- they had an idea program that everyone participated in. There was respect for everyone and all levels.

(11) Yeah, that's it. You've got to make people feel important. You've got to make an effort and be sincere about it. You have to really care.

(12) That was bad. Come Monday we'll be a new bureau. There was chaos. They put the cart before the horse. They should have had a longer time frame.

2. Obviously everyone plays. There is no one on the bench. They have a right to complain and a right to give their input. There are no bad ideas. It's the responsibility of upper management to set realistic goals -- the parameters but not specific dates. Build in flexibility (unless time has a legislative mandate). You've got to give things time to work.

3. Yeah, I think it has. I feel more positive and reassured about my ideas.

Interview #14

1. (1) You can't put a time on it. There are always things going to go wrong. Once you think you've got everything squared away, something else goes wrong.

(2) People pretty much get used to a routine, so change is hard.

(3) I don't have an answer on that.

(4) I wasn't here for the Pre-decision period.

(5) I don't think you can ever have too much staff involvement. You've got to make the staff happy in order to have them happy to come in to work every day.

(6) You shouldn't all of a sudden hit someone with something new.

(7) Yes, if you change something, you should take it slow.

(8) If you don't have training, how is anyone going to learn?

(9) I don't have an answer.

(10) 'Just do it and live with it' was their answer.

(11) You've got to say 'thank you' once in awhile or it gets on people's nerves.

(12) I don't have an answer.

2. You've got to involve staff or they're going to retaliate against management.

3. Yes, I'm glad it's going to management.

Interview #15

1. (1) I think they did, yes. I think they got the impression they were going to come in and everything was going to fall into place.

(2) Well, I don't think it was so much the resistance. They came in with some great ideas and kind of made for a disappointment when they didn't happen.

(3) Well, I think maybe they could have been a little bit more decisive, and we could have had a better understanding of what was going to happen. Their ideas should have been more concrete.

(4) That definitely I believe was part of the whole problem.

(5) I don't agree with that. I honestly can't remember being involved.

(6) Yes, I think that's very definite that they should all have been included, and we should have been notified of what was going to happen.

(7) I think that's true because it took a long time to make changes that could have been made before they announced the reorganization.

(8) Very definitely. We need better training.

(9) I think that's true.

(10) I think that's true too.

(11) That's kind of a toughie. I don't think they were totally aware of the morale situation when they first came in. I think they cared, but they had such an undertaking, they didn't have time.

(12) I think that's true.

2. I would have hoped so because they kind of bombed out, and it's taken this long to get back up to where we could kind of trust them and have confidence in them again.

3. Yeah, I think it has because it's made me stop and think. I'm looking forward to reading your paper.

Interview #16

1. (1) That's definitely true. They thought it was going to happen overnight. They needed to have more understanding of people's feelings, to explain it better, and to help out a little.

(2) I mean there's going to be some resistance. There's always resistance to change. But the resistance got worse because of them, the way they did things. Resentment turned into resistance, but not because of the changes but because of the way they did things. They wanted everything done right away, and when it wasn't, they called people slackers.

(3) I really don't have an answer. I don't think they could have really put their foot down though.

(4) That's true. They should have gone to the people. They never asked any questions.

(5) Not hardly!

(6) Better communication starting with them! Yes, give people time to adapt, to get used to the idea, and to give their ideas.

(7) That could possibly be true, I guess. I don't really know. It was pushed really hard on employees, but I don't know where it came from -- top management or middle management.

(8) Yep. Well, I don't know. One good overall training would be good and then specialized training as you needed it.

(9) I think they thought it out, but they didn't take into consideration all the small details and the tedious work. They just didn't have the experience to think of everything. They should have asked the people doing the work.

(10) I agree 100 percent or at least 99.5 percent. If they'd invited suggestions and allowed people to bring up questions and concerns, then they could have worked them out beforehand. I think it's a power struggle. Management won't tell people what they know. I overheard one say, 'Well, there has to be some stuff that's confidential', and that's their attitude.

(11) I don't think they did. It's because of them that morale was low. If they'd cared and tried to help out, they would have learned about what was going on.

(12) Yep. That's a lot to have thrown on the people -- all that crosstraining.

2. Yeah, I do. Things would have been a lot different. It would have taken a lot of stress off everyone if they'd involved everyone.

3. No. I still think the same way.

Interview #17

1. (1) I don't know. I didn't pay attention to the time thing.

(2) People don't like change much. Once you get used to something, it works for them.

(3) I don't know.

(4) We could have been involved a little bit more.

(5) I can't believe they'd say too much staff involvement. I sure don't remember being involved in it at all.

(6) It's a lot better to have involvement at the beginning and not hear about things through the grapevine.

(7) Not me. If I was going to change, I want to get it over with.

(8) Yeah, but if it's something new, who's going to train you?

(9) I think it was well thought out. I think if you're going to change it, it should be fast.

(10) I agree with that. I don't think they worked with us on that issue. I don't think they cared what we thought.

(11) I don't have an answer.

(12) I don't have an answer on this one either.

2. Maybe with some of the concerns, more staff involvement would have helped. It would have brought up more issues. But you don't really know what you're getting into until you do it.

3. It hasn't affected me.

Interview #18

1. (1) Yeah, that is clearly very fair. The reorganization is really not yet completed. Calling it over in 1990 is really premature.

(2) Yes, this is also fair. It's a case of the glass half empty or half full. Was it resistance to change, or did we need to present the issue differently to incorporate the staff?

(3) Yeah, clearly true. One of the many lessons. That's one of my key failures. At some point, someone has to make the decision and if you don't like it, you can leave. And we didn't do that very well.

(4) Yeah, I think that's an issue. We never decided at what level staff involvement was going to be. Either too much

'post' or too little 'pre'. But I won't concede the field on 'pre'. It's not always reasonable.

(5) Yes, that goes hand in hand with not enough decisiveness. A more decisive management would not have allowed reorganization to languish in staff complaints. The other side of the coin is that we didn't do enough staff involvement too, that we didn't do it consistently.

(6) That's reasonable, and in this case, there was not enough 'pre'. That equates with the management concern. It's valid, but I'm not sure exactly what level is responsible for that. There was a breakdown between senior and mid-management with communication. We didn't realize that the end users were not being involved. Very crucial and in some cases painful even, because of the enforcement of new expectations. It can mean that people leave. You have to make personnel changes. But we didn't do that, and that's part of the decisiveness issue. Yeah, I think that's nice. It presents a picture of decision making that's way too antiseptic. It's a level we don't have the resources for -- a more staid, organized, funded decision making process. You make copious notes and cross reference notes with the decision. We don't have an FTE to do that. If you're a think tank, you have the personnel to do that. In a general sense, it's OK. It's a good idea but not viable in our organization.

(7) That's fair. In that stage it was about some relationships that weren't mature. The issue is about the

relationships at the time rather than a lack of providing lead time or answers.

(8) Yeah, I think that's fair. It's an issue because we let implementation go so far that by the time we caught up with it, that was the only way to get it done. If we had been more decisive in the initial stages, we wouldn't have ended up in crisis a year later.

(9) I obviously disagree with the fact that it was not well thought out. It's nearly impossible for someone to try to say how much thought was put into something. Whether you disagree or not with the conclusions is not a basis for saying it was not well thought out. It was too fast, yes. We had a crisis on our hands. There were outside influences which forced the organization to move too quickly. The changes were a creative way to keep staff and save jobs when we were facing a deficit.

(10) Again, the 'before' issue is fair. The 'post' issue is revisionist history that is not accurate. There may have been a missing link at mid-level which I was not aware of until too late. People have to be careful about the not-at-alls and the nevers. There were staff meetings, meetings with the bureau chief all the time, all sorts of individual meetings and bureau meetings. Having everyone involved in making the decision wouldn't have made sense; we wouldn't have gotten anything done. Development of policy was not in their position description. We don't have the luxury of enjoying

that expenditure of time. It's fair to say we didn't have enough pre-decision staff involvement, but with the post-decision issue, I can argue almost the opposite -- we were not decisive enough; we didn't communicate clearly enough about our expectations.

(11) We can't ever disprove that. It's unfortunate if that's how this is perceived. Almost everything we've ever done was trying to make the office better -- saving staff jobs, interviewing everyone and treating them fairly, helping them to be vested in their work life. We made a few changes but not change for change's sake. We thought it was the best way to save people's jobs. And we wanted to make the filer disparity more fair and take away the tedium of answering phone inquiries. Everyone was saying they were doing the same thing every day. We tried to spread the load of work more evenly and to add new variety to what we considered a professional occupation. We can never intellectually persuade people how much we care; how much we thought about morale. All you can do as a manager is be cheerful and hopefully think back dispassionately on your actions and say, 'Yes, they've been pretty responsive.'

(12) Absolutely. I totally agree. It was a total, utter error of judgment on my part. I assumed knowledge in residence that wasn't there. By the time I realized it, we were in a massive world of hurt.

2. Yes, but I think the project would have been done substantially more slowly, and I don't think we could have afforded that. It's good when you can have people participate, but it slows the process and is expensive in terms of time. And at some point, you have to make the decision, and that is going to make 25 percent of the people unhappy. Management sees all the factors. You can invest people with what power you can give them, to the extent that they have all the tools to make a decision. Give them as much authority as you can. But there's no point when they don't have all the tools. Then you're just using them.

What we did -- what I did -- went way past that. I know I wrote a long memo complete with maps of where desks were going to go. It goes back to whether people wanted to do this or not. It's the difference between listening and agreeing. You listen as far as you agree.

There's so much about this change that was dramatic, for everyone individually and collectively. If they had a complaint or something they didn't like, our door was always open. It still is in fact. The reorganization is ongoing. To think that it ended in 1990 is wrong.

Perhaps one suggestion is the issue on training -- to crosstrain in stages; open the phone room first and then crosstrain the filers in UCC.

The other issue is decisiveness. It's as important as anything else. We did this very loosely. The lack of rigidity made people feel that it wasn't working.

About resistance as a natural part of the change curve, it's OK where appropriate, but when it harms the office, it can't be allowed to happen. You have an open door policy, you have bitch sessions, you work one on one to understand where people are, you give counseling and assistance, but at some point when resistance is counter productive, it can't be allowed to continue. But we allowed situations to continue that were clearly harmful.

3. Yes, it's particularly helpful because people get to talk about it. Good managers don't sleep at night using the same theory, thinking about how they could have improved what they did or said. A manager is like a water balloon, constantly changing in response to situations. They constantly use this kind of process to measure how they are doing, but also you can't be held hostage by the process. One reason you are a manager or leader is to make decisions, and on occasion you are going to end up with a very close call. It's revisionist history to say, 'Here are 10 things we should have done differently.' Be confident in the decision made. I would have fine tuned it, but the decision was correct. It was the best decision we could make. I get as much pride from the decision as from the process.

We could have done different things to make it operationally more smooth -- (1) more pre-decision involvement; (2) more decisive implementation; predictable is maybe a better word than decisive; give people targets. We didn't give people a target for their involvement. Our parameters were not clearly established; and (3) earlier training -- doing it in phases, so we had minor victories along the way.

Interview #19

1. (1) Yes.

(2) Yep.

(3) Yes. They should have had more affirmative plans of action going into it -- actually had a plan of attack. There were no steps to the end. It was a negative experience because there were no definite steps to start. The process needed a few guidelines.

(4) Sure, I agree. I don't know what good it would have done. The other reorganization I was involved in sailed, with minimal staff input up front, so I don't agree that it is always a necessity.

(5) Well, I guess I agree with too much top management involvement. The reorganization was being sold the wrong way by top management. There were no answers as to how to do it, just that it will be done. There was no time given to calming

fears. They just made light of it. They wanted it to be a scoring point politically, but it failed. It was not thought through. You have to look at the pitfalls and handle them beforehand and have a plan of attack for them, because pitfalls cause immediate downers. If you haven't gotten through the pitfalls yourself, you can't help someone else through. Every time anything happened, it was a real downer and just added to the problems.

(6) In this reorganization, it probably was lacking. The different individuals at all levels involved made the difference between this reorganization and the previous one I was involved in. Well, I understand where that one's coming from, and I agree, but sometimes there just isn't time. I agree that it's a good communication tool, but from a practical standpoint, I disagree. It's real difficult to do.

(7) Of course I agree.

(8) Then we're back to the practical standpoint again. You're doing nothing but training if you only train one at a time. You have to maintain the work load and crosstrain too.

(9) Yeah.

(10) Oh, I agree that was probably a concern. Having gone through two reorganizations of such a different nature -- what worked for one failed for the other. Staff should have had more input in this reorganization, but lack of pre-planning by top management is what really made for the

problems. When staff was made aware of what was happening and asked 'what's going to happen,' I had to say, 'I don't know.'

(11) Oh, I thought I did.

(12) Good concept. The idea had to have been positively accepted for crosstraining to succeed. And the idea wasn't accepted. Acceptance of the idea was the crucial thing, not the timing. I don't know if it's the training that caused the problems. It was the staff's way of fighting the idea, to not do crosstraining quickly. And that's sometimes what I felt, that they were sabotaging the effort. It was a way of not trying to make the process work.

2. Probably, but the staff numbers are almost too big to have total brainstorm sessions but not too big to include everyone. It was a logistics problem to get that involvement. I would have involved only one or two because the numbers were too big to include everyone. And that's when you have people upset when their ideas aren't considered. Once ideas are put out, it shouldn't be up to management to prove or disprove them. Staff shouldn't be upset when ideas are not used. Staff has the responsibility to prove an idea would work.

3. It allowed me to get a lot of things off my chest. Once they're said, you can forget them and go on. It was a cleansing process for me.

Interview #20

1. (1) I agree wholeheartedly.

(2) I agree.

(3) I agree. The plan should have been more decisive. Well, I think it should have been thought out more. I think there should have been more planning. It was piece-mealed together. But I don't think you have to change in dramatic fashion. I think you can change gradually.

(4) True.

(5) I think that's false. There was limited involvement but not with everyone, and maybe they involved the wrong people.

(6) I would have said true with that, but now I just don't know. I don't know how to answer that. I don't know. To some degree, I agree and to some degree, I don't. Some people would misinterpret what you were saying and would take offense.

(7) Very true.

(8) True.

(9) That's probably true. They didn't have a good plan. It goes along with the idea that they needed better planning.

(10) Obviously they involved Tana, but they didn't involve everyone.

(11) I have mixed feelings on that one, especially when upper management dumped everything on middle management.

People didn't understand there were morale problems for middle management too.

(12) True, but we could have had a gradual crosstraining process.

2. I think we could have had more staff involvement and different staff involvement too. The type of staff affects whether you could have more open involvement too. There has to be trust. Brainstorming is an effective technique for involving staff.

3. I think it has. It's left me with more thinking for my own management.

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